



U.S. Consumer Product Safety Commission

1999 BUDGET REQUEST

Submitted to the Congress

February 1998

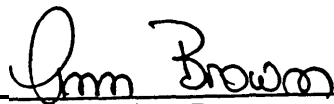
1999 BUDGET REQUEST

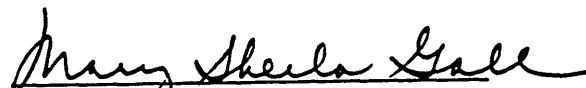
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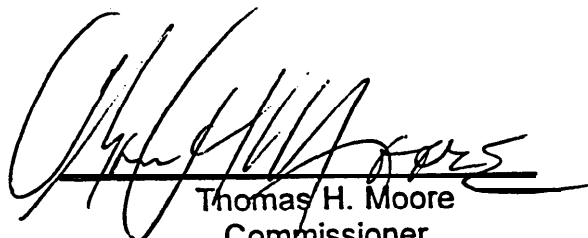
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COMMISSIONERS' STATEMENT

This Budget Request for Fiscal Year 1999 is submitted by the Commissioners of the U.S. Consumer Product Safety Commission.


Ann Brown
Chairman


Mary Sheila Gall
Vice Chairman


Thomas H. Moore
Commissioner

APPROPRIATIONLANGUAGE

CONSUMER PRODUCT SAFETY COMMISSION SALARIES AND EXPENSES

For necessary expenses of the Consumer Product Safety Commission, including hire of passenger motor vehicles, services as authorized by 5 U.S.C. 3109, but at rates for individuals not to exceed the per diem rate equivalent to the maximum rate payable under 5 U.S.C. 5376, purchase of nominal awards to recognize non-federal officials' contributions to Commission activities, and not to exceed \$500 for official reception and representation **expenses, \$46,500,000.** (Additional authorizing legislation to be proposed).



1999 OVERVIEW STATEMENT

The U.S. Consumer Product Safety Commission's (CPSC) 1999 budget request is \$46.5 million and 480 **FTEs**, an increase of \$1.5 million and no increase in **staff**. CPSC's strong record in carrying out its critical health and safety mission **justifies** the request. The proposed increase sustains the Commission's current safety program to reduce the nation's deaths, injuries, and health care costs associated with unsafe consumer products, and makes investments to increase **staff** expertise and productivity.

**Request
recognizes
CPSC's
value**

As a result of budget cuts since 1981, CPSC's budget has decreased almost 50 percent in real dollars. The agency's purchasing power has continued to decrease in recent years. Despite diminishing resources, CPSC delivers important benefits to the American public while continually refining product safety strategies that enable the agency to do more with less. The work of CPSC has contributed significantly to the 20 percent decline in the number of deaths and injuries related to consumer products since the agency's inception. However, these tragedies continue to occur at an unacceptable rate. The proposed increase will keep CPSC on the job reducing deaths and injuries and protecting American families.

PUBLIC SAFETY MISSION

CPSC's mission is to keep children and families safe. The agency protects the public against unreasonable risks of injury and death from over 15,000 types of consumer products. This health and safety mission is critical because:

- Unintentional injury is the leading cause of death among persons under 35 years old; it is the **fifth** leading cause of death in the nation.
- Injuries kill more children than any disease. Injuries account for one out of six hospital days in this country.
- There are on average 21,400 **deaths and 29.4 million injuries** each year related to consumer products under CPSC jurisdiction.
- The deaths, injuries, and property damage associated with consumer products cost the nation over \$200 billion annually.

**21,400 deaths,
29.4 million
Injuries**

CPSC ACTIVITIES SAVE BILLIONS

CPSC is a great value to the American people. By any measure, each year CPSC saves the nation many times the agency's annual budget. The agency's primary **performance** measures are reductions in deaths, injuries, and other costs to the nation, such as health care costs and property damage. While not all of the agency's work is measurable in terms of these reductions, the performance measures available prove the substantial benefits of agency activities.

**CPSC
reduces
health care
costs**

CPSC has made vital contributions to the 20 percent decline in annual deaths and injuries related to consumer products since 1974

- Past agency work on electrocutions, children's poisonings, children's cribs, power mowers, and fire safety helps save the nation almost \$7 *billion* annually in health care, property damage, and other societal costs -- 150 times CPSC's annual budget or about \$150 million in savings for each \$1 million of the agency's 1999 request.
- The agency expects its action to make cigarette lighters child-resistant to have net benefits of over \$500 *million* in societal costs and prevent over 100 *deaths* annually.
- The agency expects its work in curbing carbon monoxide (CO) poisoning to reduce societal costs by \$1 *billion* annually.
- CPSC's removal of dangerous fireworks from the marketplace prevents about 35,000 *injuries* and reduces societal costs by over \$200 *million* each year.

Finally, though difficult to quantify, many more deaths and injuries are prevented by manufacturer's heightened attention to safety due to the work of CPSC.

CPSC's UNIQUE ROLE

CPSC is a unique public asset because it is the only Federal agency that identifies and acts on a wide range of product hazards. The agency operates advanced hazard identification systems, including a nationally recognized hospital emergency room reporting system and a toll-free telephone Hotline, which has been cited as a model among Federal agencies for consumers to report hazards. Once hazards are identified and assessed, CPSC uses a wide range of tools to correct them: voluntary standard-setting, consumer education, voluntary guidelines, cooperative product recalls and corrective actions, and as a last resort, mandatory rulemakings and recalls. Because CPSC is a Federal agency, its product safety work and uniform safety guidance ensure businesses a level playing field for domestic and imported consumer products. Similarly, its work ensures uniform protection for all the nation's citizens.

**CPSC
identifies
and acts on
hazards**

RESULTS ACT GOALS

**CPSC is a
results-
oriented
agency**

The agency was a results-oriented agency before the passage of the Government Performance and Results Act (Results Act). The Commission's first strategic plan under the Results Act focuses on five results-oriented goals and three service quality/customer service **goals**. Results Act goals cover almost 70% of the agency's efforts in 1999.

Results-Oriented Ten Year Strategic Goals:

- Reduce head injuries to children by 70%.
- Prevent an increase in deaths from poisonings to children.
- Reduce the death rate from **fires by 70%**.
- **Reduce the death rate from carbon monoxide poisonings by 20%.**
- **Reduce the death rate from electrocutions by 20%.**

Service Quality/Customer Service Goals:

- Increase public contacts through the Worldwide Web by 500% and through the Consumer Product Safety Review by 200%. Maintain capability to handle 250,000 Hotline calls annually.
- Attain 80% success with **services CPSC provides** industry.
- Sustain the current satisfaction of consumers with CPSC's Hotline and Clearinghouse, and sustain the states' satisfaction with CPSC's State Partners Program at 90% or better.

A detailed 1999 performance plan in support of these goals is included in this budget under the **Budget Summary & Performance Plan** section, page 3.

1999 REQUEST DETAIL: Sustain and Improve Current Services

The 1999 request seeks to sustain a health and safety program that is efficient and maximizes **return** to taxpayers while making small investments to increase staff expertise and productivity.

Budget reductions have cut CPSC's FTE resources, its chief working asset, by 50 percent since **1979**. These cuts required the agency to adopt many cost-saving measures. Additional budget reductions in 1996 required the agency to cut its support to hazard program activities by 28 percent. While subsequent appropriations partially restored some critical program support costs, the proposed 1999 funding still provides less purchasing power than 1995 funding. In 1997, **FTEs** were reduced by seven, representing an additional contribution to the President's efforts to reduce the Federal workforce (in total, the agency reduced employment by 10 percent **from** 1992 to **1998**).

**CPSC has
been
downsized**

**Critical
investments
deferred**

For 1999, CPSC carefully reviewed the needs and contributions of individual programs to death and injury reductions, particularly in support of the agency's Results Act goals. The Commission's original proposal for 1999 contained

several critical investments to enhance the agency's ability to reduce a greater number of deaths and injuries, as well as funding to maintain current product safety efforts. The proposal presented here defers those critical investments because of budget concerns. These investments included improving economic forecasting models, implementing a new fire hazard reduction effort, initiating a new focus in compliance work, improving consumer **information** outreach, and improving our information technology support of hazard reduction programs. Instead, the 1999 request seeks more limited funds to sustain and enhance the **ability** of the agency to continue its present level of health and safety benefits.

**Maintains
current
safety level**

Just to maintain the current level of product safety activity in 1999 requires an additional \$1.3 million for cost increases necessary to do business. Without **funding** these costs, losses will be felt throughout all the agency's programs, resulting in a retreat from today's product safety effort. The \$1.3 million will fund 1999 projected cost increases for: salaries and benefits of \$972,000 and General Services Administration estimates for space rent increases of \$303,000.

An additional \$225,000 is requested to invest in the agency's staff -- its most important asset. In recent years, the agency has relied on the increased productivity of its staff to compensate for reductions in purchasing power. The 1996 budget cut forced the agency to reduce training, travel, promotion opportunities, and employee recognition programs. **After** two years, those cuts are beginning to harm employee productivity and affect the retention of highly skilled employees. Thus, a limited investment of \$225,000 would be used to improve the staffs productivity and skill level by providing small increases in training and participation in scientific conferences, selected promotions for certain categories of highly skilled employees, and employee recognition and incentive programs. These efforts would keep productivity high by improving the technical skill of the **staff**, rewarding staff contributions to agency results, and making the agency competitive in seeking and retaining the highly skilled employees it needs to remain successful.

**Invests
in staff**

| | <u>FTEs</u> | <u>\$000</u> |
|---|-------------|-----------------|
| 1998 Appropriation | 480 | \$45,000 |
| Maintenance of program level | | + 1,275 |
| Staff Productivity Initiative | = | + 22.5 |
| 1999 President's Request | <u>480</u> | <u>\$46,500</u> |

There are no major program changes proposed for 1999. Dollars increase in each program only by the program's share of the agency's \$1.5 million increase for mandatory cost increases and **the staff** productivity initiative.

**Early
warning
system**

Hazard Identification and Analysis. This program is the agency's early warning system that identifies hazardous products, injury patterns, causes of deaths and injuries, and proposes hazard reduction initiatives. Early identification of product hazards allows CPSC to take prompt action to prevent and reduce injuries and deaths and avoid costs to consumers and businesses. This program is the basis for the agency's risk-based hazard reduction activities, such as voluntary standard-setting, compliance, consumer information, and **rulemaking** efforts. In addition, this program provides the basis for

cost-benefit and other regulatory analyses. Continued effort in this program is key to **successful** risk-based decision-making throughout the agency.

Hazard Assessment and Reduction. This program develops and carries out reduction strategies for hazards identified by the Hazard Identification and Analysis Program. Within this program, the Commission has a wide range of options available to reduce the hazards associated with consumer products. These include both voluntary and mandatory standards for product performance and product labeling, and development of consumer education materials. Whenever possible, hazard reduction activities are carried out cooperatively with industry. Since 1994, CPSC has worked cooperatively with industry to develop over 40 voluntary standards, while issuing only 11 mandatory rules, almost a four to one ratio of voluntary to mandatory standards.

**Voluntary
action
first**

The continued activities in this program for 1999 address hazards that involve an annual toll of about 5,000 deaths, 1.2 million injuries, and about \$47 billion in societal costs, or about 24 percent of the total annual toll associated with consumer product deaths and injuries.

Compliance. This program carries out two activities that help the agency reduce injuries and deaths: it obtains compliance with the Commission's product safety regulations and it identifies and remedies substantial safety hazards in unregulated products. The Commission **maintains** an active program to identify violative or defective products, to analyze the risk associated with those products, and, where appropriate, to obtain cooperative corrective action. In 1997, CPSC and industry generated 362 recalls -- all without litigation -- involving over 67 million product units. These recalls involved products that presented significant risks of injury to the public. Past recalls involving cribs, cradle swings, and playpens saved an estimated 38 children's lives. The 1999 program will continue to stress voluntary compliance with safety regulations and investigation of complex technological and life threatening hazards.

**Cooperative
recalls**

Consumer Information. This program informs consumers, families, and businesses about product hazards and how to reduce these hazards. Almost all agency hazard reduction and compliance efforts rely on this program's ability to reach consumers at risk. Sometimes providing information to consumers is the only practical means of reducing a hazard. The Consumer Information Program helps people help themselves.

The agency focuses on helping families by simplifying safety messages and maintaining a constant exchange of information with consumers. CPSC's Hotline, fax-on-demand, and Internet services offer access 24 hours-a-day and provide information to over one million consumers each year. Through these services, the agency receives more **than** 4,000 product incident reports a year. The program also continues to rely on inexpensive video news releases (**VNRs**) to maximize outreach to a broad television audience and to target populations most vulnerable to consumer product hazards. Over 230 million TV viewers saw **VNRs** produced by or with CPSC in 1997. Finally, CPSC cooperates with a variety of groups to spread safety messages, **including** the National Fire Protection Association, Gas Appliance Manufacturers Association, American

**Consumer
outreach**

Association of Retired Persons, National Safety Council, National Safe Kids Campaign, Children's Safety Network, and 4-H. The 1999 program will continue to provide American families with vital safety information.

Agency Management. The Agency Management Program provides policy and legal guidance, executive direction, and administrative services necessary to support the work of the agency's programs. This program's share of agency resources has declined from 23 percent in 1989 to 18 percent in 1999. There are no new substantive changes for 1999. Increased dollars reflect the program's share of increased funds necessary to maintain the current level of policy, management and administrative support, and costs of the agency's information technology initiative. The program will deliver the same level of services in 1999 as in 1998.

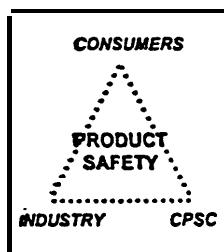
Information Technology. As a data-driven agency, CPSC must continually strengthen its hazard identification and analysis tools if it is to continue making sound risk-based decisions. The agency has made significant progress in developing its information technology capabilities. However, CPSC is approaching a critical point in the maintenance and development of its information technology infrastructure for supporting hazard reduction activities. The 1999 budget defers investments identified as critical to a healthy information technology capability. An information technology status report is included in this budget under *the Budget Summary & Performance Plan* section, page 37.

**Data-driven
agency**

SUMMARY OF PROGRAM CHANGES

| Program | 1998 | | 1999 | | Change | |
|--|-------------|-----------------|-------------|-----------------|---------------|-----------------|
| | FTEs | \$000 | FTEs | \$000 | FTEs | \$000 |
| Hazard Identification and Analysis . . . | 63 | \$6,566 | 63 | \$6,724 | -- | +\$158 |
| Hazard Assessment and Reduction . . . | 83 | 8,139 | 83 | 8,446 | -- | +307 |
| Compliance | 192 | 16,509 | 192 | 17,161 | -- | +652 |
| Consumer Information | 54 | 5,382 | 54 | 5,484 | -- | +102 |
| Agency Management | <u>88</u> | <u>8,404</u> | <u>88</u> | 8,685 | -- | +281 |
| Total | <u>480</u> | <u>\$45,000</u> | <u>480</u> | <u>\$46,500</u> | -- | <u>+\$1,500</u> |

HIGHLIGHTS OF RECENT ACCOMPLISHMENTS



The proposed limited budget increase seeks to sustain and enhance recent accomplishments of the agency. Under the leadership of Chairman Ann Brown, CPSC's injury prevention activities involve all members of the "safety triangle": consumers, businesses, and government working together for product safety. CPSC uses three strategies to carry out its mission. First, the agency reaches out to prevent deaths and injuries from hazardous products, instead of waiting for tragedies to occur. Second, CPSC seeks to be more accessible by, and to work more cooperatively with, its customers -

- American consumers and businesses. Finally, the agency continually reinvents the way it operates to create a more efficient agency.

Hazard Identification: *Improved Early Warning* System Because CPSC is data- driven, it always seeks to improve the timeliness and quality of data collection efforts. Specifically, CPSC:

- Expanded and accelerated **collection** of medical examiner and coroner reports to provide quicker identification of consumer product-related deaths.
- Added hospitals focusing on children's injuries to the hospital emergency room reporting system to better protect this **vulnerable** population.
- Updated its hospital sample to provide better national injury estimates.
- Initiated a data sharing agreement with the National Pediatric Trauma Registry to **collect** additional reports of serious injuries to children.
- Revised and updated the agency's Injury Cost Model, a critical tool that provides information useful in cost-benefit analysis.

Hazard Reduction: *Stresses Voluntary Standards.* Consistent with the emphasis on voluntary rather than mandatory standards, CPSC:

- Worked with industry to revise the new baby walker standard and suggested new approaches to curb the annual 18,600 injuries (mostly from falls down stairs). A 56 percent reduction in such injuries is projected by the year 2002.
- Conducted research that confirmed there is a suffocation hazard from soft bedding and worked with public and private health organizations to promote placing infants on their backs to sleep with no soft bedding under them.
- Held public meetings that brought together industry, consumer, and government groups to find ways to address safety hazards by discussing such issues as public playground safety, swimming pool and spa hazards, window falls, **multiuse** helmets, movable soccer goals, baseball safety equipment, nighttime bicycle safety, and mattress and bedding fires.
- Obtained the gas-fired water heater industry's pledge of research funds to develop an effective voluntary standard to address the ignition of flammable vapors.
- Joined with other public and private partners to show cost-effective ways to correct dangerous wiring conditions in older homes.
- Held a public hearing on carbon monoxide (CO) detection to help develop recommendations that strengthen the voluntary standard for CO detectors.

Compliance and Information: *Saves Lives with Actions and Information.* To get unreasonably dangerous products off store shelves and out of homes, CPSC:

- Completed 362 cooperative **recalls** and corrective actions in 1997.
- Conducted major **recalls** cooperatively with industry, including lead-containing crayons, **collapsing** tubular metal bunk beds, wooden bunk beds (head entrapment), flammable chenille and fleece garments, hazardous fireworks, dishwashers with faulty wiring,, toddler play yards, and infant swings.
- Worked cooperatively with manufacturers and importers to address the strangulation risks for children presented by window cords and draw strings on children's outerwear; these two efforts alone will save 35 children's lives over a five-year period.
- Prevented 1.7 million toy products that violated safety standards from entering the country.
- Successfully conducted a 1997 nationwide child safety effort called "Recall Round-Up" to get products hazardous to children out of consumers' homes. CPSC's partnership with all 50 States, including hundreds of health and safety agencies, thousands of state and local officials, and national and grass-roots organizations, reached over 100 million consumers with important safety messages and actions. The first Recall Round-Up partnership program was so successful that it is being repeated in 1998.
- Regularly placed agency messages on national and local news shows to announce **recalls** or give safety information; reached over 237 million viewers in 1997. The 1994 flammable skirts video news release (**VNR**) reached over 102 million viewers and the 1995 **VNRs** on infant suffocation and flammable scarves hazards reached over 44 and 46 million viewers, respectively.
- Significantly improved the capacity of the toll-free Hotline to handle calls **from** the public. The number of calls by the public requesting safety information is 58 percent higher than in 1993. The number of consumers reporting potentially hazardous products through the Hotline is 86 percent more than in 1993.
- Provided a "user friendly" CPSC Internet web site (www.cpsc.gov), enabling the public to access the site at a rate of more than 1 million times per year in 1997 -- which is a 300% increase compared to the number of visits in 1996.
- More than 10,000 safety documents were ordered **from CPSC's** fax-on demand system in **1997**.

Working with Consumers and Business: *The Safety Triangle at Work*. Because government, business and consumers all share responsibility for product safety, CPSC:

- Created the Chairman's *Commendations for Significant Contributions to Product Safety* to recognize individuals, companies or groups for their contributions to product safety. To date, the Chairman has made 16 such awards.
- Announced, in cooperation with an educational institute affiliated with a major baby products company, the first-ever joint grandchild safety campaign. CPSC and the institute published *A Grandparents' Guide for Family Nurturing and Safety*, which is being widely distributed. This free booklet contains critical information on child development and potentially lifesaving safety advice to help grandparents child-proof their homes and protect their newborn to five-year old grandchildren.
- Joined Partnership for a Drug Free America and several chemical specialties manufacturers in an anti-inhalant abuse campaign. The effort included a television public service announcement and a CPSC-authored brochure, *A Parent's Guide to Preventing Inhalant Abuse*, which has been distributed free nationwide.
- Sponsored a conference on harmonization of international product safety standards, a goal that will benefit American businesses and consumers.
- Co-sponsored a conference for small businesses and designated an official Small Business Ombudsman at CPSC to strengthen relationships between the agency and small businesses, and provide guidance to small businesses. So far, the agency has helped about 1,300 small business persons comply more easily with its product safety guidelines. Over 80 percent of the callers to our small business toll-free Hotline received a full response within three business days. The effort was cited in the National Ombudsman Report to Congress on Regulatory Fairness as one of the best programs in the Federal government.
- Launched, in partnership with a major baby food and product manufacturer, the agency's Baby Safety Shower program to keep infants and toddlers safe from injury. Baby safety showers are being held across the country by community groups and state and local health organizations. CPSC has distributed about 350,000 baby safety documents to date.
- Initiated a new quarterly journal, the *Consumer Product Safety Review*, to highlight important consumer product safety issues for consumers and professionals in the field of public health, medicine, and business. Currently, about 15,000 people subscribe to the *Review* or access it through CPSC's web site.

Reinvention: *Doing More with Less.*

Hotline Improvements and Internet Connection. To better serve the American public, CPSC:

- Creatively combined state-of-the-art technology and existing resources to transform its outdated Hotline system into an innovative, user-friendly **information** system. The agency added more telephone lines and staff, including bilingual staff, and simplified caller menus for recorded **information**. Call volume increased by 58 percent **from** 1993 to 1997, while costs per call were reduced about 30 percent. Vice President Gore recognized this accomplishment with a “Hammer” award.
- Supplemented the Hotline with a fax-on-demand system to improve the ordering and receipt of Commission documents.
- Established an interactive world wide web site on the Internet to make product safety information easily available to the public. The CPSC's Internet web site also allows the public to send consumer complaints and other messages to the agency. A section for children, “**4 Kids,**” has recently been added to provide children with important safety information on activities such as bicycling and skateboarding.

Compliance Improvements. To assure that compliance activities best serve its safety mission, CPSC:

- Began a Fast Track Product Recall Program to recall substantial product hazards if the reporting firm initiates an acceptable corrective action plan within 20 working days of its report. This has encouraged greater reporting, sped up corrective action plans, and most importantly, removed more unsafe consumer products from the marketplace. Over 140 firms have participated in the program thus far, resulting in 228 corrective action plans involving over 19 million product units. This effort was recognized with a “Hammer” award from Vice President Gore.
- Established a six-month amnesty program that allowed firms to report possibly hazardous, defective or noncomplying products without fear of civil penalties for late reporting.
- Established a special investigations unit to develop new hazard data sources to better enable us to **identify** defective products that pose a high level of risk to consumers.
- Established a compliance **recall** monitoring effort to increase recall effectiveness.

Streamlining Agency Operations. To assure the most value for the American public from every agency dollar, CPSC:

- Reduced its FTEs by 51, or 10 percent, from 1992 to 1998 to contribute to the President's long-range Federal government FTE reduction effort.
- Reduced field space rent costs by half and increased staff productivity through telecommuting. This effort was recognized with a "Hammer" award from Vice President Gore.
- Improved customer service by **making** it easier for the public to identify Federal government services by participating in an interagency team to reorganize the Federal Blue Pages Listings. This effort was recognized with a "Hammer" award from Vice-President Gore.
- Reduced the time it takes to mail Hotline complaints for verification from weeks to 48 hours by the National Injury Information Clearinghouse, which responded to about 6,000 requests for injury data from consumers, business, and government agencies. A similar effort reduced the backlog in filling Freedom of Information requests by 80 percent.
- Reduced the time required for approving staff documents for public release.
- Applied new information technology to the agency's critical National Electronic Injury Surveillance System database, which has reduced costs and improved the **availability** of hazard data to staff, industry, and consumers.
- Consolidated the agency's two, laboratories for more efficient use of valuable laboratory resources.

CONCLUSION: *Health and 'Safety Bargain*

Deaths and injuries associated with consumer products cost the nation over \$200 billion every year. Working with industry, consumers, families and **professional** groups, CPSC has prevented tens of thousands of needless tragedies from dangerous products and saved society hundreds of billions of dollars. In order to build on past successes and reduce costs to society even further, CPSC requests **full** funding of \$46.5 million for 1999.

***Funds for
CPSC
means lives
saved, injuries
prevented***

Funding at this request level is a true health and safety bargain for the nation. CPSC maximizes its resources through cost savings, reinvention efforts and customer service improvements. The agency saves consumers and businesses money through common sense initiatives that reduce hazards in the home and elsewhere. In fact, past agency work has clearly demonstrated that CPSC expenditures save the nation many times more than the annual cost of its budget. The **full** \$46.5 million investment requested for 1999 is less than half of one percent of the total \$200 billion cost of consumer product hazards. Thus, a **small** investment in CPSC is guaranteed to pay great dividends to American families for years to come,

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IL BUDGET SUMMARY

TABLE 1
1999 BUDGET BY PROGRAM/SUBPROGRAM
(dollars in thousands)

| | 1997 Actual | | 1998 Appropriation | | 1999 Request | | 1999 Change from 1998 | |
|---|----------------|-----------------|-----------------------|-----------------|-----------------|-----------------|--------------------------|-----------------|
| | FTEs | Amount | FTEs | Amount | FTEs | Amount | FTEs | Amount |
| Hazard Identification and Analysis: | | | | | | | | |
| Surveillance Data..... | 22 | \$3,003 | 25 | \$3,291 | 25 | \$3,344 | | +\$53 |
| Investigation Data..... | 18 | 1,494 | 22 | 1,720 | 21 | 1,789 | -1 | +69 |
| Emerging Hazards..... | 6 | 594 | 10 | 908 | 10 | 931 | | +23 |
| Economics Studies..... | 3 | 337 | 2 | 195 | 2 | 203 | | +8 |
| Program support..... | 6 | 728 | 4 | 452 | 5 | 457 | +1 | +5 |
| Subtotal..... | 55 | 6,066 | 63 | 6,566 | 63 | 6,724 | | +158 |
| Hazard Assessment and Reduction: | | | | | | | | |
| Fire..... | 27 | 2,383 | 26 | 2,506 | 26 | 2,453 | | -53 |
| Electrocutions/Mechanical/Children..... | 22 | 2,209 | 24 | 2,360 | 19 | 2,027 | -5 | -333 |
| Chemical..... | 12 | 1,128 | 17 | 1,623 | 20 | 1,963 | +3 | +340 |
| Testing and Evaluation Support..... | 3 | 446 | 3 | 333 | 3 | 402 | | +69 |
| Program Support..... | 16 | 1,743 | 13 | 1,317 | 15 | 1,601 | +2 | +284 |
| Subtotal..... | 80 | 7,909 | 83 | 8,139 | 83 | 8,446 | | +307 |
| Compliance: | | | | | | | | |
| Unregulated Products..... | 107 | 8,594 | 107 | 9,325 | 107 | 9,688 | | +363 |
| Regulated Products..... | 74 | 5,938 | 76 | 6,345 | 76 | 6,603 | | +258 |
| Voluntary Standards Conformance..... | 1 | 102 | 2 | 226 | 2 | 235 | | +9 |
| Program Support..... | 8 | 865 | 7 | 613 | 7 | 635 | | +22 |
| Subtotal..... | 190 | 15,499 | 192 | 16,509 | 192 | 17,161 | | +652 |
| Consumer Information: | | | | | | | | |
| Continuing Publications and Outreach.. | 13 | 1,279 | 16 | 1,501 | 16 | 1,550 | | +49 |
| Clearinghouse | 7 | 478 | 8 | 706 | 8 | 708 | | +2 |
| Public Information Services | 21 | 2,383 | 26 | 2,761 | 26 | 2,810 | | +49 |
| Program Support..... | 6 | 591 | 4 | 414 | 4 | 416 | | +2 |
| Subtotal..... | 47 | 4,731 | 54 | 5,382 | 54 | 5,484 | | +102 |
| Agency Management: | | | | | | | | |
| Commissioners and Staff..... | 15 | 1,639 | 13 | 1,511 | 13 | 1,546 | | +35 |
| Commission Advice/Legal Guidance.... | 13 | 1,298 | 13 | 1,551 | 13 | 1,598 | | +47 |
| Executive Direction..... | 7 | 777 | 8 | 884 | 8 | 929 | | +45 |
| General Administrative Services | 55 | 4,462 | 54 | 4,458 | 54 | 4,612 | | +154 |
| Subtotal..... | 90 | 8,176 | 88 | 8,404 | 88 | 8,685 | | +281 |
| Total Commission without | | | | | | | | |
| Relocation... .. | 462 | \$42,381 | 480 | \$45,000 | 480 | \$46,500 | | +1,500 |
| Relocation* | - | 43 | | | | | | |
| Total Commission with Relocation | 462 | \$42,424 | 480 ** | \$45,000 | 480 ** | \$46,500 | - | +\$1,500 |

*Relocation funds are not discussed in the budget narrative because the funds are special purpose funds expired in 1997.

**The 1998 and 1999 FTE ceiling of 480 has been replaced by the Office of Management and Budget with an FTE estimate of 475. This budget document contains a level of 480 because that is the planning level for agency recruitment.

Table 2
Summary of Changes, 1998 to 1999
(dollars in thousands)

| | <u>Amount</u> | <u>FTEs</u> |
|---|-----------------------|--------------|
| 1998 APPROPRIATION | \$45,000 | 475* |
| ADJUSTMENTS TO 1998 APPROPRIATION BASE: | | |
| Cost Increases - To maintain current services in 1999: | | |
| Statutory pay and benefit increases | 972 | |
| GSA space rent increases for laboratory space | 303 | |
| 1999 CURRENT SERVICES LEVEL | \$46,275 | 475* |
| CRITICAL INVESTMENTS: | | |
| Staff Productivity/Retention Initiative | 225 | |
| 1999 REQUEST | <u>475*500</u> | _____ |

* The 1998 and 1999 FTE ceiling of 480 has been replaced by the Office of Management and Budget with an FTE estimate of 475. This budget document contains a level of 480 because that is **the** planning level for agency recruitment.

U.S. Consumer Product Safety Commission



1999 ANNUAL PERFORMANCE PLAN

**Saving Lives
and Keeping Families Safe**

February 1998

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OVERVIEW OF CPSC'S STRATEGIC PLAN

CPSC's Mission: To reduce unreasonable risks of injury and death from consumer products, and to assist consumers in evaluating the comparative safety of consumer products.

CPSC's Vision: CPSC envisions: a marketplace where consumer products are as free as reasonably possible from defects and hidden hazards; product designs that minimize the potential for failure and human error; routine use of early warning and protection systems; state of-the-art information technology that rapidly identifies potentially hazardous products; and world safety standards that are modeled on the often higher standards of the United States.

STRATEGIC GOALS

Reduce Product-Related Injuries and Deaths

- Reduce the product-related head injury rate to children by 10 percent.
- Prevent any increase in the death rate to children under 5 years from unintentional poisoning by drugs or hazardous household substances.
- Reduce the fire-related death rate by 10 percent.
- Reduce the carbon monoxide poisoning death rate by 20 percent.
- Reduce the electrocution death rate by 20 percent.

Provide Quality Services to the American Public

- Increase contacts by the public to **CPSC's** web site by 500 percent.
- Increase the reach of the Consumer Product Safety Review by 200 percent.
- Maintain the capability to respond to 250,000 Hotline calls per year.

Maintain High Levels of Customer Satisfaction with CPSC services

- Attain 80 percent success with the **timeliness** and **usefulness** of the Fast Track Product Recall and Small Business Ombudsman programs.
- Maintain consumer satisfaction with the Hotline and Clearinghouse and the states with **CPSC's** State Partnership Program at 90 percent or better.



CPSC's Annual Performance Plan For 1999

Introduction

The U.S. Consumer Product Safety Commission (CPSC), an independent health and **safety** regulatory agency, has the primary mission of protecting the American public from risks of injury and death from 15,000 categories of consumer products. Each year, there are an average of over 2 1,000 deaths and 29 million injuries associated with consumer products under the Commission's jurisdiction. These injuries and deaths cost the American public over \$200 billion annually. Children under 5 years are most likely to require emergency room treatment and the elderly are most likely to die as a result of product-related injuries.

Since the agency was established in the early 1970s, product-related death and injury rates have decreased substantially. Each year, these reductions save the American public billions of dollars. In fact, results of Commission activities from three safety standards alone are estimated to total between \$1.6 and \$1.8 billion annually, more than **CPSC's** total cumulative budget since its inception in 1973. These safety standards annually prevent about **150** to 200 infant deaths from poorly designed cribs; 24,000 lawn mower injuries, primarily from severed fingers and toes; and a projected 100 deaths from children playing with cigarette **lighters**.

Much more needs to be done, however, to protect American families from **product**-related deaths and injuries. CPSC is the only Federal agency that identifies and acts on a wide range of product hazards. In establishing the CPSC, Congress noted that consumers are often unable to anticipate risks from consumer products or to safeguard themselves, not only because of **the** complexities of some consumer products in the marketplace, but also because of the diverse nature and abilities of those who use the products. This is as true today as it was then. Furthermore, many consumer products are sufficiently complex and the hazards of even uncomplicated products may be sufficiently hidden, that government action to inform or otherwise protect the public is a wise use of taxpayer dollars.

Strategic Plan

The Commission is responsible for administering five Federal statutes: the Consumer Product Safety Act, the Flammable Fabrics Act, the Poison Prevention Packaging Act, the Federal Hazardous Substances Act and the Refrigerator Safety Act. In the agency's first strategic **plan** under the Government Performance and Results Act (the Results Act), CPSC set **goals** to: reduce the estimated 800,000 annual product-related head injuries to children

under 15 years old; prevent any increase in the low number of unintentional poisoning deaths to children under 5 years old **from** hazardous household substances and drugs; reduce deaths **from** residential fires that claim up to 3,700 lives each year; reduce carbon monoxide (CO) poisoning deaths, many of which involve gas-fueled heating appliances; and reduce deaths **from** electrocutions caused by such products as house wiring, power tools, and small appliances.

Along with its primary mission, CPSC is also charged with alerting the public to important safety information to assist it in evaluating the comparative safety of consumer products. To this end, strategic goals were set to increase the public's access to safety alerts, recalls, press releases and publications through increased contacts with CPSC's Web Site and the Consumer Product **Safety Review** publication, while maintaining the agency's capability to respond to 250,000 or more Hotline calls annually. Finally, strategic goals were set to maintain **the** already high levels of customer satisfaction with CPSC's Hotline, Clearinghouse, and State Partners program, as well as setting a goal for the timeliness and usefulness of services to industry. These strategic goals have timelines ranging from 3 years for consumer information (service quality) and customer satisfaction goals, to 10 years for injury and death reduction **goals**.

The strategic goals were set at the agency level. CPSC will measure its effectiveness in accomplishing the strategic goals by combining results of activities across three core budget programs. For example, to measure agency effectiveness in reaching its injury reduction goals, the total number of lives saved or injuries prevented will be assessed based on a combination of hazard projects in the Hazard Assessment and Reduction Program, corrective actions in the Compliance Program, and information and education activities in the Consumer Information **Program**. Activities from the two remaining programs, Hazard Identification and Analysis and Agency Management, provide support for the Hazard Assessment and Reduction, Compliance and Consumer Information programs.

Annual Goals

Annual goals have several characteristics: they should be measurable, expressed in an objective and quantifiable way, and linked to the longer-term strategic goals by defining what progress will be achieved towards accomplishing these strategic goals during the fiscal year.

In 1999, the Commission will engage in a number of activities that will achieve progress towards reaching its strategic goals. For results-oriented strategic goals, **annual** performance goals were developed for activities that are linked to these strategic goals and that **staff believes** will contribute to a reduction in injuries or deaths. Staff categorized CPSC's 1999 projects and activities (e.g., voluntary standards, recalls) and set annual goals for the activities in each category. For example, to make progress towards reducing fire-related deaths, an annual goal is to prepare recommendations to develop or strengthen six fire-related safety

standards. For service quality and customer satisfaction strategic goals, annual performance goals were set for those activities that will directly improve or maintain services to the American public.

Estimated versus Targeted Goals. The Commission engages in different types of activities that require two different types of annual goals. Activities can be categorized as those that **react** to critical safety problems in the marketplace, such as recalls, corrective actions, and **news** releases; and **planned** activities, such as developing safety standards.

For activities that address **unforeseen** safety issues, annual goals are more appropriately characterized **as estimates**. A numerical goal for these types of activities was set based on four years of historical data. However, the actual number of recalls, news releases, and unpredictable events in 1999 may vary depending on the safety-related circumstances arising during that year.

For longer-term projects, an annual goal is a **target** staff set for completing a certain number of activities; improving services; and maintaining customer satisfaction with CPSC services. For example, in 1999 a fire-related annual goal is to issue six alerts or warnings about **fire** hazards to the public.

Annualized Goals. An annualized goal sets a target for the percent of the strategic goal that will be achieved in a given year. For example, if a strategic goal is set to reduce the fire-related death rate by 10 percent in 10 years, an annualized goal could be to reduce the **fire**-related death rate by 1 percent in 1999.

For regulatory agencies', annualized goals are usually difficult to establish because the **impact** of their activities may take years to be seen. Product-related injury and death reductions depend, in part, on how long consumers keep specific products, and many products the Commission targets for action have a fairly long product-life. The effect on injury or death reductions, in these cases, would not be measurable until consumers replaced a substantial proportion of older products with safer products. For example, arc fault detection devices are a promising new technology that may prevent fire deaths. Implementation of this technology may take many years to be reflected in the reduction of fire-related deaths because it will be used initially only in new home construction.

With the exception of the annual goal for the number of contacts to **CPSC's** web site, the agency has not set annualized goals for 1999. However, it **will** track product-related injuries and deaths each year and examine any reductions in the light of Commission actions.

*'GAO (June 1997). **Managing for Results: Regulatory Agencies Identified Significant Barriers to Focusing on Results**. Report to Committee on Governmental Affairs, U.S. Senate and Committee on Government Reform and Oversight, U.S. House of Representatives.*

Need for Flexibility. To carry out its mission of reducing injuries and deaths, it is vitally important that CPSC preserve its flexibility to respond to **unforeseen** critical safety situations. Responding to these emerging hazards may occasionally force the Commission to rearrange priorities and adjust annual goals in the future. Because CPSC's budget and staff were cut significantly during the **1980s**, and have remained at that low level in the **1990s**, the agency's resources are thinner than they should be to deal with the wide range of issues the agency faces. When the agency needs to respond quickly to address **unforeseen** risks and hazards, it often must shift staff and resources. For example, in 1994, CPSC quickly obtained recalls of more than 250,000 dangerously flammable skirts that did not meet CPSC flammability rules and in fact burned faster than newspaper. This hazard resulted in a **four-week** delay of other work because of extensive testing and requirements for country-of-origin notice, firm negotiations, and the notification of retailers necessary for the recall.

Crosscutting Goals

CPSC has a unique mission among federal agencies. It is the only federal agency that identifies and addresses a wide range of product hazards. CPSC regulates only if necessary when voluntary standards and the marketplace prove to be ineffective. The Commission also uses other tools to reduce injuries and deaths that include working with other federal agencies to more efficiently address health and safety issues and to avoid duplication of effort.

CPSC staff identified three federal agencies with similar strategic goals: Health and Human Services (HHS), the Department of Transportation (DOT), and the Federal Emergency Management Administration (**FEMA**) (see Table A). CPSC's strategic goal of reducing head injuries to children for a wide range of products is similar to HHS' goal to reduce **bicycle**-related head injuries to children and DOT's strategic goal to reduce bicycle-related fatalities. CPSC's strategic goal to reduce residential fire-related deaths is the same as that of HHS' and **similar** to **FEMA's** strategic goal to reduce all fire-related deaths. The targets for these strategic goals are consistent among the four agencies. CPSC's other strategic goals are not shared by any other federal agencies.

Table A provides an overview of the 1999 annual goals for each agency that make progress towards the crosscutting strategic goals. These annual goals are **mutually** reinforcing among the four agencies. CPSC's contribution includes developing safety standards; pursuing recalls and corrective actions of defective products, as well as products that violate mandatory **safety** standards; conducting technical feasibility studies; and issuing press releases, safety alerts, and warnings to increase public awareness of product safety hazards. **FEMA**, through the U.S. Fire Administration (**USFA**), collects and provides essential data on residential fires, stimulates new technology, provides training and education opportunities for the Nation's fire protection community and conducts public education campaigns relating to fire. DOT, through the National Highway Traffic Safety Administration (NHTSA), "provides national leadership and technical assistance to build advocacy for pedestrian and bicycle safety at the community

Table A
1999 Annual Performance Goals for CPSC and Other Federal Agencies with Crosscutting Strategic Goals¹

| | |
|--|--|
| <p>CPSC: Reduce the Death Rate from Residential Fires</p> <ul style="list-style-type: none"> • Prepare for Commission consideration 2 candidates for final rulemaking or other alternatives. • Send to Voluntary Standards Committees recommendations to strengthen or develop 6 voluntary standards. • Pursue for recall or other corrective action an estimated 50 products with fire-related hazards. • Identify and collect an estimated 350 products that fail to meet mandatory fire safety standards. • Issue an estimated 35 press releases for recalled products with a fire hazard. • Complete 2 technical feasibility studies. • Complete 5 hazard analysis and data collection activities. • Issue 6 public alerts or warnings on products with fire hazards (e.g., heating equipment, cigarette lighters). | <p>FEMA: Reduce Loss of Life and Property from Fire-Related Hazards</p> <ul style="list-style-type: none"> • identify the national fire problem and analyze, publish and disseminate related data and information. • Educate the public on fire prevention, targeting groups most vulnerable to fire. • Conduct a continuing program of development, testing, and evaluation of equipment, practices, and technology for use by the Nation's fire and emergency services. • Provide training and education opportunities for the Nation's fire protection community. <p>HHS (CDC): Reduce the Death Rate from Residential Fires</p> <ul style="list-style-type: none"> • Increase the percent of residential dwellings that have at least one functional smoke detector, |
| <p>CPSC: Reduce Head Injuries to Children</p> <ul style="list-style-type: none"> • Send to Voluntary Standards Committees recommendations to strengthen or develop 6 voluntary standatds. • Pursue for tecall or other corrective action an estimated 15 products that present a substantial risk of head injury. • Identify and correct an estimated 10 products that fail to meet mandatory safety standards and ate likely to be involved in head injury. • Issue an estimated 15 press releases to warn the public about recalled products with a substantial risk of head injury. • Issue 4 public alerts or warnings for products with head injury hazards (bicycles, ATVs, shopping carts, winter sports). • Complete 2 testing and data collection activities. | <p>DOT (NHSTA): Reduce the Number of Fatalities to Bicyclists</p> <p>Progress in reducing bicycle fatalities; progress towards increasing use of bicycle helmets by:</p> <ul style="list-style-type: none"> • Developing and implementing programs to build advocacy for bicycle safety at the community level. • Increasing injury control efforts through partnerships and outreach. • Developing and obtaining needed data on bicycle helmet usage, bicycle injuries and costs of injuries. • Developing and disseminating community-based case studies on successful programs reducing pedestrian and/or bicycle injuries. • Providing technical expertise on bicycle safety to organizations with local affiliates. • Increasing bicycle programs at the local level. <p>HHS (CDC): Reduce the number of emergency room visits of children with bicycle-related head injuries.</p> <ul style="list-style-type: none"> • Increase the use of bicycle helmets by children. |

¹FEMA DOT, and HHS annual goals from **draft** annual performance plans.

level.”² NHTSA’s strategies include partnerships, technical assistance, training for law enforcement and transportation engineers, educational events, and public information. HHS, through the Centers for Disease Control (CDC), supports state and local health departments, academic institutions, community-based organizations for applied research, intervention evaluation, training, and surveillance in injuries.

CPSC has a long history of coordinating its work with that of other federal agencies. Memoranda of understanding (MOU) have been signed by CPSC with USFA, NHTSA, and CDC, the agencies with whom the Commission has crosscutting strategic goals. These MOUs provide a **framework** for inter-agency cooperation and coordination. For example:

CPSC and USFA. CPSC staff periodically briefs USFA staff on the agency’s **fire**-related projects; provides guest speakers at the National Fire Academy; and provides technical advice on the NFIRS data collection system. USFA provides annual national fire-incident data to CPSC; results of their program activities related to fire protection and prevention; and suggestions on CPSC project priority-setting activities.

CPSC and NHTSA. CPSC and NHTSA share technical information and expertise on bicycle and bicycle helmet safety; jointly develop consumer bicycle safety **information**; and are jointly researching nighttime bicycle riding safety issues. NHTSA collects data on road-related bicycle deaths that CPSC **uses** to analyze the effectiveness of various safety devices, such as helmets, reflectors and lights. CPSC and NHTSA have joint responsibility for infant **carriers** that are also certified for use as car seats. CPSC is responsible for the safety of these products when used as infant carriers outside of motor vehicles.

CPSC and CDC. CPSC staff participates on **CDC’s** Advisory Committee for Injury Prevention and Control; participates as a major partner in HHS’ Healthy People Initiative, including monitoring progress on specific targets; provides suggestions for research projects in their grants program; and collects injury data for special studies of interest to them. CPSC and CDC work together in formulating projects; on education and information materials; and on studies of mutual interest. Currently, CPSC, CDC, DOT and other organizations form the “National Bicycle Safety Network,” to jointly address issues associated with bicycle safety.

The following sections provide: **CPSC’s** 1999 annual goals and activities for each strategic goal in the Strategic Plan (see pages **12-30**); resources needed to meet the performance goals (see pages 31-34); and verification and validation procedures for performance measures (see pages 34-36).

² NHTSA: FY 1999 **Performance** Plan (September 1997). Washington, DC.: US. Department of Transportation, p.95.

KEEPING CHILDREN SAFE FROM HEAD INJURIES



STRATEGIC GOAL: The rate of head injury to children under 15 years old will be reduced by 10 percent from 1996 to 2006.

THE HAZARD

Head injury is a leading cause of death and disability to children in the United States. In 1995 alone, there were an estimated 800,000 product-related head injuries to children under 15 years old that were treated in hospital emergency rooms, or about 60 percent of all head injuries. Of these, about 475,000 were to children under 5 years old. Studies have shown that children have a higher risk of head injury than adults and that children's head injuries are often more severe.

Head injuries are potentially more serious than other injuries and can have life-altering consequences. In 1995, about 80 percent of the head injuries to children under 15 years old were diagnosed as concussions, fractures and internal head injuries, potentially the more serious head injuries. The types of consumer products under the Commission's jurisdiction that are most often associated with head injuries to children include bicycles, playground equipment, and other juvenile products. Participation in sports is also associated with high numbers of children's head injuries.

-

ANNUAL GOALS FOR 1999

In 1999, the Commission will concentrate its efforts on developing new, or strengthening existing, voluntary standards and developing head injury information that will allow progress towards reaching a targeted 10 percent reduction of the rate of head injuries to children by 2006.

(1) Prepare and send to Voluntary Standards Organizations recommendations to strengthen or develop six voluntary standards.

1. Playground Surfacing

Revise the voluntary standards addressing falls from playground equipment in accordance with recommendations in the CPSC Playground Guidelines.

2. *Baby Swings* Develop a new voluntary standard that addresses falls and head injuries **from** baby swings as well as other hazards.
3. *High Chairs* Revise the voluntary standard addressing the submarining hazard, falls, and head injuries by falling **from** high chairs.
4. *Infant Carriers* Develop a new voluntary standard that addresses falls and head injuries **from** infant carriers, as well as **other** hazards.
5. *Trampolines* Revise the voluntary standard to address falls and head injuries resulting **from** impact with the **frame** and ground.
6. *Sports-Related Head Gear* Evaluate the voluntary standards for such sports-related head gear as mountain bike helmets and roller hockey headgear to ensure adequacy in protecting against head injury.

(2) Complete two testing and data collection activities:

1. *Anthropometry Study* Complete the second phase of the study to update the Commission's 1977 child anthropometry data on the sizes of children's bodies. These CPSC data are essential for effectively addressing consumer product hazards to children, including head injury hazards, and are widely used in the development of safety standards by the Commission and manufacturers.
2. *Head Injury Costs* Complete a study to determine the long-term consequences of head injuries to provide realistic cost estimates.

(3) Identify and act on products that present a risk of head injury through:

1. *Recalls and Corrective Actions* Pursue for recall or other corrective actions 15 products that present a substantial risk of head injury.
2. *Violations and Recalls* **Identify** and correct an estimated 10 products that fail to meet mandatory safety standards and are likely to be involved in head injury.
3. *Monitoring Voluntary Standards* Monitor two existing voluntary standards likely to reduce head injuries to determine the number of **firms** in compliance.

(4) Issue four public alerts or warnings on:

- 1. *Bicycles***

Promote the use of bicycle helmets and safe bicycle-riding practices that prevent head injuries to children.
- 2. *All-Terrain Vehicles (ATVs)***

Warn teenagers, parents and other caregivers of **ATV** hazards and promote the use of helmets and safe riding practices that prevent head injuries to children.
- 3. *Shopping Carts***

Work with safety groups and industry to continue a program to equip shopping carts with safety straps, provide discount straps to stores that participate in the program, and encourage customers to buckle up their children.
- 4. *Winter Sports***

Warn about the need for child head protection in winter sports, such as skiing and snowboarding.

(5) Alert the public to the hazards of head injury through:

- 1. *Press Releases***

For recalled products presenting a substantial risk of head injury, initiate an estimated 15 press releases to warn the public.
- 2. *Video News Release (VNR)***

For at least one recalled product, work with the manufacturer of the recalled product to produce a VNR.
- 3. *Publications***

Respond to consumer requests for an estimated 100,000 checklists, booklets, and safety alerts warning about head injury hazards.

KEEPING CHILDREN SAFE FROM POISONING HAZARDS



STRATEGIC GOAL: The rate of death from unintentional poisonings to children under 5 years old from drugs and other hazardous household substances will not increase beyond 2.5 deaths per million children from 1994 to 2004.

THE HAZARD

Drugs and other hazardous household substances that are not in child-resistant packaging (CRP) can be easily opened by children. Before 1974, an average of 200 children under the age of 5 years died each year from poisonings by unintentionally ingesting these substances. Unintentional ingestions are those not supervised or administered by an adult. In 1970, Congress enacted the Poison Prevention Packaging Act (PPPA) requiring child-resistant packaging. Since the PPPA became law, deaths to children under 5 years have declined substantially to an average of less than 50 deaths annually by 1994 (the most recent year when data was available). While child poisoning deaths have been relatively low for a number of years, the Commission has seen evidence that without continued surveillance, the death rate could increase. For example, when ibuprofen was granted over-the-counter status, increased use of non child-resistant packaging resulted in a substantial increase in ingestions treated in hospital emergency rooms.

ANNUAL GOALS FOR 1999

In 1999, the Commission will continue its efforts to prevent any increase in the death rate from unintentional poisonings to children under 5 years old through regulation, testing, compliance, and consumer information.

- (1) Prepare for Commission consideration an Advanced Notice of Proposed Rulemaking, a Notice of Proposed Rulemaking, or a final rulemaking, on at least one hazardous substance for child-resistant packaging.
- (2) Conduct human performance tests on four packaging designs for compliance with child-resistance and **adult-friendly** requirements.
- (3) Pursue for recall or other corrective actions an estimated 30 products that violate safety regulations.
- (4) Coordinate a health and safety campaign by partnering with the Poison Prevention Council and related organizations to promote child-resistant packaging and other poison prevention measures during National Poison Prevention Week.
- (5) Produce a VNR on the hazards of unintentional poisonings to children.

KEEPING FAMILIES SAFE FROM FIRE HAZARDS



STRATEGIC GOAL: The rate of death from fire-related causes will be reduced by 10 percent from 1995 to 2005.

THE HAZARD

In 1995, about 3,700 people died because of fires that started in their homes. These fires resulted in property losses of about \$4.4 billion. Children are particularly vulnerable. Each year over 1,000 children under the age of 15 die from fire-related causes and over 600 of these deaths are to children under the age of 5 years. In fact, children under age 5 have a fire death rate more than twice the national average. Children at increased risk are often those from low income and minority families who live in poorer urban and rural areas.

ANNUAL GOALS FOR 1999

In 1999, the Commission will engage in a variety of activities to make progress towards reaching a targeted **10** percent reduction in the rate of fire-related deaths by 2005. Staff will: (1) prepare for Commission consideration two candidates for new final rules or other alternatives; (2) conduct hazard analyses and data collection activities to identify potential causes of fire-related deaths; (3) develop and assess the technical feasibility of potential product changes or performance requirements that could lead to safer products; (4) ensure compliance with **fire** safety standards by monitoring existing standards and identifying products that present a substantial fire hazard for corrective action plans; and (5) provide fire safety information to **the** public.

(1) Prepare for Commission consideration two candidates for final rulemaking or other alternatives.

1. Upholstered Furniture

To address the risk of small open flame-ignited fires involving upholstered furniture, the Commission may: (a) continue the rulemaking process by issuing a final rule; (b) work with standards-setting groups to complete a voluntary safety standard; or (c) consider other alternatives.

2. Multi-Purpose Lighters

To address the risk of injury or death from young children who start fires by playing with the lighters, it is anticipated that staff

will **draft** a proposed safety standard in 1998. In 1999, the Commission will: (a) issue a final rule for a mandatory performance or labeling standard; (b) work with standards-setting groups to complete a voluntary safety standard; or (c) consider other alternatives.

(2) Prepare and send to Voluntary Standards Organizations recommendations to strengthen or develop six voluntary standards:

- 1. Central Furnaces** Develop standards requirements to address such hazards as flame roll-out.
- 2. Arc Fault Fire Protection** Develop recommendations for the National Electrical Code that will include arc fault protection in branch circuits of all new residential construction.
- 3. Sprinklers** Develop recommended changes to the Underwriters Laboratories' standards that should reduce the incidence of sprinkler failures.
- 4. Plastic Applications** Develop recommendations to address the fire hazards resulting **from** the use of plastic components in unattended small electrical appliances.
- 5. Electrical Reinspection** Propose new requirements to update the current **electrical** reinspection code.
- 6. Ranges and Ovens** Develop recommendations to reduce range-top cooking fires and minimize fire spread.

(3) Complete five hazard analysis and data collection activities:

- 1. Cigarette Lighters** Assess the effectiveness of the 1994 standard requiring lighters to be child-resistant.
- 2. Clothes Dryers** Assess the causes of **fires from** clothes dryers and the adequacy of existing standards requirements.
- 3. Dishwashers** Assess the causes of **fires** from dishwashers and the adequacy of existing standards requirements.
- 4. Electrical Fire** Improve methods for investigation by developing an **Electrical Fire Investigation Guide** to more effectively **identify** the causes of electrical fires.

5. Wall Coverings

Conduct a study of the factors contributing to wall covering fires.

(4) Complete two technical feasibility studies on:**1. Cigarette Lighters**

Develop and construct a mechanical system for testing child-resistant lighters using robotic technology that will be more efficient and effective in screening lighters for child resistance.

2 Gas-Fired Water Heaters

Participate in the development of performance test requirements to address the risk of flammable vapor ignition from spilled gasoline or solvents.

(5) Identify and act on products that present a risk of fire-related death through:**1. Recalls and Corrective Actions**

Pursue for recall or other corrective actions an estimated 50 products that present a substantial risk of fire-related death.

2. Violations and Recalls

Identify and correct an estimated 350 products that fail to meet mandatory fire safety standards.

3. Monitoring Voluntary Standard

Monitor one existing voluntary standard likely to reduce fire-related deaths to determine the number of firms in compliance.

4. Import Surveillance

Conduct port-of-entry surveillance for at least one product for which fire safety standards are in effect.

(6) Issue six public alerts and warnings on:**1. Fireworks**

Conduct an annual campaign for the Fourth of July holiday season to alert consumers to the common hazards associated with legal and illegal fireworks. The campaign will include a news conference to demonstrate the hazards; announcements of fireworks recalls; and publication of injury prevention tips.

2. Home Heating

Issue safety information designed to give consumers information related to home electrical system inspections; fuel-fired heating equipment; coal and woodstoves; and smoke detectors.

3. *Heat Tapes*

In the fall or winter season, alert consumers to the hazards of heat tapes used by consumers to keep pipes from freezing. Consumers will be urged to inspect heat tapes for damage and to replace old tapes with those meeting the new safety standard.

4. *Halloween Hazards*

Warn about the dangers of costumes catching on fire from children carrying candles, and using matches and cigarette lighters.

5. *Holiday Hazards*

Warn about the risk of fire **from** defective decorative light strings and natural trees, as well as the safe use of candles and fireplaces.

6. *Cigarette Lighters*

Warn about the risk of fire from children under 5 years playing with cigarette lighters.

(7) Alert the Public to Fire-Related Hazards through:**1. *Press Releases***

For recalled products presenting a substantial risk of **fire**-related deaths, initiate an estimated 35 press releases.

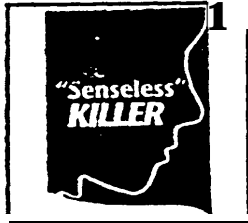
2. *Video News Releases (VNR)*

Complete two **VNRs**: (1) for at least one recalled product, work with the manufacturer of the product to produce a VNR; and (2) produce a VNR for the fireworks safety campaign.

3. *Publications*

Respond to consumer requests for an estimated 100,000 checklists, booklets, and safety alerts warning about fire-related hazards.

KEEPING FAMILIES SAFE FROM CARBON MONOXIDE POISONINGS



STRATEGIC GOAL: The rate of death from carbon monoxide poisoning will be reduced by 20 percent from 1994 to 2004.

THE HAZARD

Carbon monoxide (CO) is a poisonous gas that has no smell, color or taste -- truly a "senseless" killer. This gas is produced by burning any fuel, such as gas, oil, wood, and coal, so that any **fuel-burning** appliance is a potential CO source. Available data show that an average of over 200 people die and almost 10,000 are injured each year from unintentional CO poisoning-related incidents, excluding incidents involving auto exhaust and fires, at a societal cost of over 1 billion dollars annually. Children under 15 years account for 10 percent of the deaths and 38 percent of the injuries. Because some of the symptoms of CO poisoning may mimic common illnesses such as influenza or colds, there is a high incidence of missed initial diagnosis. Not only are victims frequently unaware of exposure to CO, but health care providers often do not suspect, or check for, CO poisoning.

ANNUAL GOALS FOR 1999

In 1999, the Commission will concentrate its efforts on: (1) submitting proposals for changes in national model building codes and developing model legislation for state and local jurisdictions; (2) strengthening voluntary standards to reduce CO poisonings by addressing the hazards of incomplete combustion **from** gas appliances and unacceptable levels of CO emissions; (3) completing data collection and analysis activities to identify additional product emission problems; (4) ensuring compliance with CO safety standards by monitoring existing safety standards and identifying products that present a substantial CO hazard for corrective action **plans**; and (5) providing CO safety information to the public.

(1) Develop and submit two proposals for changes in national model building codes and developing model legislation.

**1. *National Model Building
Code Organizations***

Develop proposals to require installation of CO detectors in new residential construction.

2. State and Local Jurisdictions

Develop model legislation for state and local governments to use in the development of their own legislation to require CO detectors in new residential construction.

(2) Prepare and send to Voluntary Standards Organizations recommendations to strengthen or develop three voluntary standards:**1. Unvented Appliances and Heaters**

Develop recommendations to address unacceptable levels of CO emissions.

2. Camping Heaters

Revise the voluntary standard to address the risk of CO poisoning.

3. Furnaces

Develop recommendations to address CO emissions from gas furnaces by improving existing vent safety shut-off performance requirements.

(3) Complete four hazard analysis and data collection activities on:**1. Data Sources**

Examine and develop two sources of data on CO poisonings to clarify inconsistencies in statements about CO poisonings.

2. Investigation Guidelines

Revise and consolidate investigation guidelines for combustion appliances to provide more details on accident causes and contributing factors.

3. Risk-Reduction Strategies

Assemble previous years' work on CO poisonings into risk-reduction strategies.

4. Unvented Gas Appliances

Assess the causes of CO emissions from decorative appliances, such as gas logs, and gas ranges and the adequacy of the existing standards requirements.

(4) Identify and act on products that present a risk of death from CO poisoning through:**Recalls and Corrective Actions**

Pursue for recall or other corrective actions an estimated four products that present a substantial risk of death from CO poisoning.

(5) Issue two public alerts or warnings.**1. *Nationwide Outreach***

Through the State Partners Program, develop and implement a public health campaign with all 50 states to inform the consumers, health and medical professionals about the hazards of CO poisoning and promote CO detectors manufactured to the new Underwriters Laboratories standard. Hold press conferences and media events in 25 locations nationwide.

2. *CO Safety Awareness Week*

Issue a press release and safety alert to inform consumers about the sources of CO poisoning and the means to prevent and detect CO buildup in homes.

(6) Alert the public to the hazards of CO poisoning deaths through:**1. *Press Releases***

For recalled products presenting a substantial risk of death from CO poisoning, initiate an estimated three press releases to warn the public.

2. *Publications*

Respond to consumer requests for an estimated 30,000 checklists, booklets, and safety alerts warning about CO poisoning hazards.

KEEPING FAMILIES SAFE FROM ELECTROCUTIONS



STRATEGIC GOAL: The rate of death from electrocutions will be reduced by 20 percent from 1994 to the year 2004.

THE HAZARD

There are over 200 deaths from electrocutions each year in the United States. Ten percent of the deaths are to children under 15 years old. The deaths occurred most often because an electrical current came in contact with a victim's body and traveled through the victim to the ground. Most of the deaths could have been prevented by installing ground fault circuit interrupters (GFCIs). These are inexpensive electrical devices that are installed in household electrical circuits and in small appliances. However, not all homes and products are protected by GFCIs. The Commission continues to receive reports of electrocution deaths from products such as house wiring, lamps and light fixtures, antennas, power tools, and small and large appliances.

ANNUAL GOALS FOR 1999

In 1999, the Commission will concentrate its efforts on (1) strengthening voluntary standards to reduce electrocutions by increasing the effectiveness and use of devices that make home wiring systems safer; (2) ensuring compliance with electrical safety standards by monitoring existing safety standards and identifying products that present a substantial electrical hazard for corrective action plans; and (3) providing electrical safety information to the public.

(1) Prepare and send to the Voluntary Standards Organization two recommendations to strengthen the requirements for Ground Fault Circuit Interrupters (GFCIs).

1. *Installation*

Make recommendation to improve the design of GFCIs for easier installation.

2. *Enhanced Design*

Make recommendation to incorporate electronic self-test requirements for GFCIs.

(2) Provide recommendations to National Code Groups.***National Electrical Code***

Develop code recommendations for improved appliance grounding.

(3) Identify and act on products that present a risk of electrocution through:***1. Recalls and Corrective Actions***

Pursue for recalls or other corrective actions an estimated 20 products that present a substantial risk of electrocution.

2. Monitoring Voluntary Standards

Monitor one existing voluntary standard to determine the number of firms in compliance.

(4) Alert the public to electrical hazards through:***1. Roundup-for-Safety Campaign***

Develop and implement a campaign to encourage consumers to dispose of older power tools which have poor insulation and a high risk of electrocution.

2. Video News Release (VNR)

For at least one recalled product, work with the manufacturer of the recalled product to produce a VNR

3. Press Releases

Initiate an estimated eight press releases to advise the public of recalled products with a substantial risk of electrocution.

4. Publications

Respond to consumer requests for an estimated 30,000 safety alerts, checklists and booklets.

INFORMING THE PUBLIC

STRATEGIC GOAL: An increase in consumer awareness of CPSC safety information from 1997 to the year 2001 through:



- Increasing contacts to CPSC's web site by 500 percent,
- Increasing the reach of the Commission's publication, the *Consumer Product Safety Review*, by 200 percent,
- Maintaining the capability to respond to Hotline calls for safety information at or above 250,000 per year.

THE PROGRAM

Part of the Commission's mission is to assist consumers in evaluating the comparative safety of consumer products. To accomplish this requires a communication network that educates and informs the public about the safe use of consumer products and product recalls. The Commission also receives reports from the public about unsafe products, as well as inquiries about product recalls. CPSC uses a variety of techniques to effectively and economically communicate safety information to the public and encourage feedback, including Hotline services, Internet services, the National Injury Information Clearinghouse, media programs, publications, consumer information and education programs, and partnership programs.

ANNUAL GOALS FOR 1999

In 1999, contacts by the public to CPSC's web site and the *Consumer Product Safety Review* will be increased and Hotline calls maintained, through improved service delivery and publicizing of the Commission's services.

(1) Increase web site contacts by 250% through:

1. Access to Commission Databases

Develop procedures to allow the public direct access to four Commission databases such as the National Electronic Injury Surveillance System (NEISS). Access to the NEISS, for example, will allow the public immediate access to the most up-to-date product-related injury information.

2. Enhance Educational Capacity

Improve the “4 Kids” section of the site and link to the Department of Education’s Network of up to 50 other educational sites to increase contacts made by teachers, students and researchers.

3. Update Current Hardware

Replace current equipment so that web site users can make more detailed and specific searches.

(2) Increase the reach of the *Consumer Product Safety Review (Review)*, the Commission’s quarterly publication on safety issues, through:**1. Contact with National Non-Profit Organizations**

Contact 50 national non-profit organizations interested in consumer safety to persuade them to promote the *Review* in their newsletters,, electronic bulletin boards, and on their web sites.

2. Contact with Industry, Professional Groups, and Professionals

Contact 500 industries, professional organizations, and professionals to persuade them to subscribe to or access the *Review* on the Commission’s web site. Based on results of ongoing, preliminary outreach, groups with most potential will be contacted more heavily and may include manufacturers; trade associations; attorneys; university schools of public health, medicine, nursing, pharmacy, law, and business; and medical societies.

(3) Maintain the capacity of the Hotline to respond to calls from the public for safety information at or above 250,000 per year by:**1. Increased Public Exposure to the Hotline Number**

Publish the Hotline number in 200 CPSC publications, including press releases, safety alerts, 50 documents on CPSC’s web site, 12 video news releases and other publications.

2. Outreach to National Organizations

Establish new contacts and maintain existing contacts with 100 national organizations interested in consumer safety to publicize the Hotline number and other **safety** information.

INDUSTRY SERVICES



STRATEGIC GOAL: By the year 2001, attain 80 percent success with the timeliness and usefulness of the Fast Track Product Recall and Small Business Ombudsman programs for industry.

THE PROGRAM

The Commission's Compliance program ensures that firms comply with the laws, regulations and safety standards that protect consumers from hazardous and defective products. When a violation of a safety standard is found or a defective product is identified, CPSC works cooperatively and quickly with industry to obtain a correction of the violation or recall of the hazardous product, as appropriate.

Recently, the agency initiated two programs to assist industry in complying more quickly with CPSC's regulations: the Fast Track Product Recall (Fast Track) and Small Business Ombudsman programs. With the Fast Track program, a firm that reports and corrects a problem quickly will not be subject to a preliminary determination that the product presents a substantial risk of injury. Advantages of this program to industry include reductions in paperwork, red tape, and potential legal expenses related to the recall of potentially defective products. The advantages of this program to CPSC include removing hazardous products from consumers' hands more quickly. With the Small Business Ombudsman program, Commission staff helps small businesses comply more easily with product safety guidelines and manufacture safer products. This program provides firms with a single point of contact that expedites a clearly understandable response from the CPSC technical staff,

ANNUAL GOALS FOR 1999

During 1999, CPSC activities will include assessments and targets for industry service standards.

Complete a review of the timeliness and usefulness of CPSC's advice and guidance through:

1. Assessing Services

Assess the satisfaction of firms who request advice and guidance through CPSC's Small Business Ombudsman program.

2. Industry Service

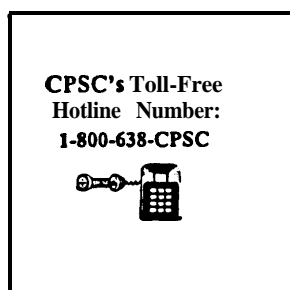
Acknowledge requests from Industry to participate in a Fast Track program within 5 days. Complete a technical review and initiate a recall, or notify the firm of a delay, within 20 days 80 percent of the time. Implement Fast Track corrective action plans that will be judged by firms as within their capabilities.

Respond to requests from small businesses through the CPSC Small Business Ombudsman within 3 business days or notify the **firm** of a delay within 3 business days 80 percent of the time.

3. Tracking Performance

Develop databases to provide more accessible performance information to staff.

CONSUMER SATISFACTION WITH CPSC SERVICES



STRATEGIC GOAL: Maintain the high level of satisfaction of consumers with the Hotline and Clearinghouse and the states with CPSC's State Partnership Program at 90 percent or better through the year 2001.

THE PROGRAM

The Commission alerts the public to important safety information through the agency's Hotline, National Injury **Information** Clearinghouse, and State Partners Program. The Hotline is a **toll-free** service that allows consumers to report product complaints or product-related injuries, learn about recalls and safety hazards, and obtain safety publications. The National Injury Information Clearinghouse provides data to the public in response to over 5,000 requests each year. It also alerts manufacturers to potential hazards associated with their products, providing them with consumer complaints, reported incidents and accident investigations involving their products. The Commission's State Partners Program, using limited CPSC funds and **CPSC-**developed safety information, brings product safety services to consumers through cooperative programs with state and local governments. The program extends **CPSC's** reach throughout the Nation

ANNUAL GOALS FOR 1999

In 1999, activities to maintain high levels of customer satisfaction with CPSC services include improving those services and meeting published customer service standards.

(1) Maintain consumer satisfaction with Hotline services through:

1. *Maintaining Timeliness*

Maintain the time of 30 seconds or less to reach a Hotline representative.

2. *Meeting Customer Service Standards*

Continue a performance-based contract with monetary incentives for meeting customer services standards by contract staff

(2) Maintain consumer satisfaction with Clearinghouse services through:**1. *Surveying Customers***

Contact Clearinghouse requesters in 1999 to determine satisfaction and compare to 1996 baseline levels.

2. *Customer Service*

Respond to over 5,000 requests for information in a manner fully consistent with published customer service standards.

(3) Maintain consumer satisfaction with the State Partners Program's services through :**1. *Recall Round-Up***

Develop and implement a Recall Round-Up program with our State Partners in all 50 states to encourage the repair, return, or destruction of selected consumer products not meeting safety standards. Hold press conferences **and/or** media events in 25 states.

2. *Rapid Communications Network*

Develop and implement procedures to automatically link CPSC to 135 state and local partners through the Internet. This capability will allow for the immediate sharing of safety and product hazard information.

3. *Customer Service*

Continue to meet customer service standards at or above 1996 levels.

Resources Needed to Meet the Performance Goals

This section describes the operational processes the agency will use to achieve its annual goals and the resource assumptions on which the annual goals are based. It also provides the **methodology** for allocating CPSC's budget request to strategic goal activities in the Annual Performance Plan; the resources distributed by strategic goals; and a crosswalk between the budget programs and strategic goals.

Operational Processes. The agency plans to achieve its annual goals by using its current operational processes. These include the:

- Identification and analysis of hazards;
- Development of voluntary or mandatory product safety standards and guidelines;
- Application of **voluntary** or mandatory corrective actions, including product **recalls**;
- Fostering of partnerships with other government agencies and private organizations; and
- Distribution of information to the public on how to avoid product hazards.

Resources Needed to Accomplish Annual Goals. For 1999, the budget request for the agency is \$46.5 million with a **staff level** of 480 Full Time Equivalents (**FTEs**) nationwide. All of the annual goals outlined in this document assume that the \$46.5 million or equivalent purchasing power will be **available** for 1999. The annual goals may need to be adjusted to reflect the actual level of funding and staff made **available** to the agency.

Most of the Commission's resources are **allocated** to professional and technical staff who identify product-related hazards; investigate and act on product safety hazards and violations of safety regulations; provide recommendations to the Commission for decision-making; and inform the public about product safety. After staff and related space **rental** costs, less than 20 percent of the agency's annual budget is available for other critical support costs, such as data collection, in-depth investigations, independent expert technical evaluations, and travel in support of investigations and voluntary standards development. The challenge to the Commission is to work within these **constraints** while maintaining enough flexibility to **fulfill** its mission of protecting the public.

Methodology. Resources for the Annual Performance Plan are based on those activities related to the strategic goals for both direct and indirect costs. Three of the five programs in the budget, Hazard Assessment and Reduction (**HAR**), Compliance, and Consumer **Information (CI)**, have 1999 activities directly related to the strategic goals. The remaining **two** programs, Hazard Identification and Analysis (**HIA**) and Agency Management (AM) support the other budget programs and are reflected in the Annual Plan as indirect costs.

Three **steps** were used to estimate the resource allocation for each strategic goal:

- Direct costs for each strategic goal were determined for those activities that were classified by hazard in the budget (e.g., resources for the multi-purpose lighter project were directly applied to the goal for reducing fire-related deaths).
- Direct costs were estimated for those strategic goal activities that were **not** classified by hazard in the budget, such as recalls, corrective actions, and violations. Using historical data and expert judgment, **staff** estimated the distribution attributable to the strategic goals.
- Indirect costs (**HIA** and **AM**) were proportionately distributed to the strategic goals because these programs provide support to all agency efforts.

Direct and indirect costs were combined for each goal area. The total resources **allocated** to Results Act activities in the Annual Plan are likely conservative because historical data is not available to classify some activities by strategic goal. Improved resource estimates will be available in the future as Commission data bases are modified to respond to the Results Act requirements.

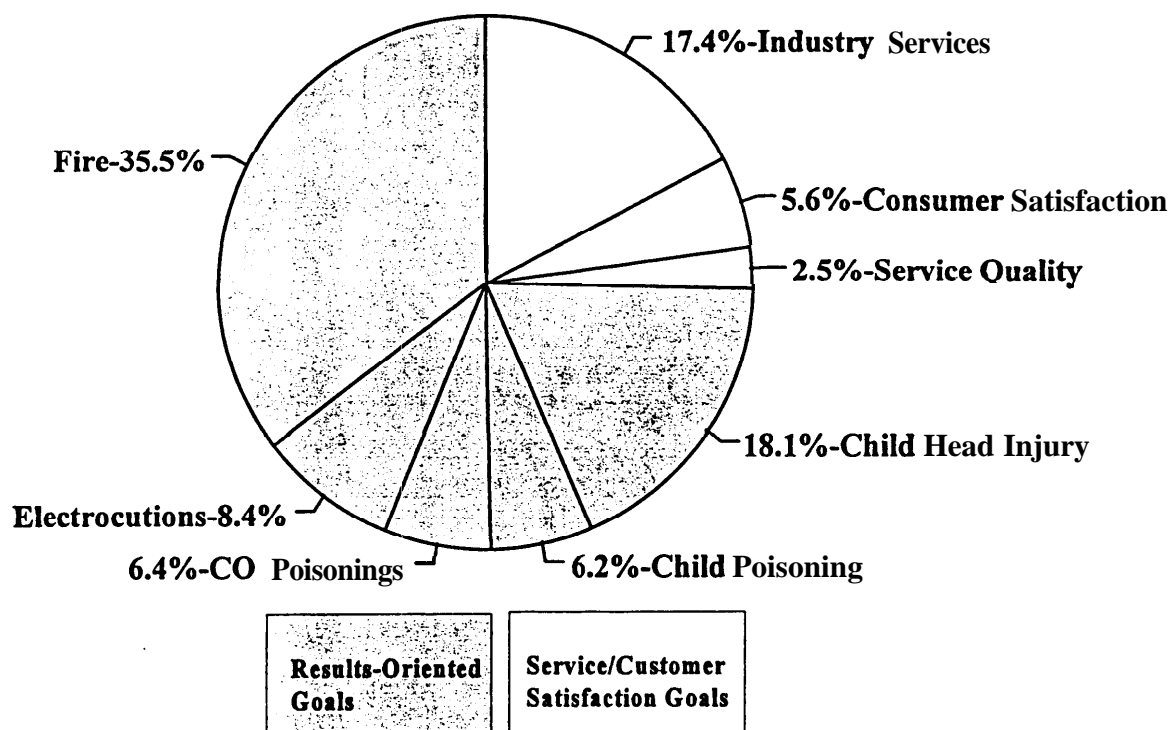
Resource Distribution. In 1999, about 67 percent of the agency's total budget, or \$3 1 million, and about 66 percent of agency **staff**, or 3 15 **FTEs**, are devoted to activities directly related to meeting the strategic goals. The remainder of the resources, about 33 percent, are devoted to mission-related work on other hazards, such as non-head injury related hazards to children. These other hazards may be selected for injury or death reduction goals in future strategic plans.

The distribution of resources by strategic goal is shown in Figure 1. Substantial resources (35.5%) are devoted to reducing fue-related deaths, reflecting the high number of deaths for this particular hazard (over 3,700 people a year). This hazard also disproportionately claims the lives of over 1,000 children each year. Additional resources (24.3%) are also devoted **to** children through activities designed to reduce child head injuries and prevent any increase in child poisoning deaths. Resources devoted to reducing CO poisoning and electrocutions are at similar levels (6.4% and 8.4% respectively), reflecting hazards of similar magnitudes.

About 25.5 percent of the 1999 resources are devoted to meeting strategic goals for service quality; industry advice and guidance; and consumer satisfaction. About 17 percent of **these resources** support activities for achieving success with the timeliness and usefulness of the Fast Track Product Recall and Small Business Ombudsman programs. These programs were initiated to assist industry in complying with CPSC's regulations and to correct problems quickly. About 5.6 percent of the resources are devoted to consumer satisfaction with CPSC's services. Satisfaction with CPSC's services may encourage consumers to use the safety **information** they receive **from** CPSC, resulting in safer consumer behaviors. Finally, resources devoted to service quality, at 2.5 percent, allows for maintaining the Hotline's capacity to

respond to 250,000 calls per year and encouraging public contacts with CPSC's web site and publication, *the Consumer Product Safety Review*.

Figure 1
Distribution of 1999 Results Act Resources



percents do not add to 100% due to rounding]

The crosswalk between the agency's budget programs and the Results Act **goals** is shown in Table B. For each program in the budget, the majority of the resources are allocated to **Results** Act work, ranging from 55 percent for the Consumer Information program to 71 percent for the Hazard Assessment and Reduction program. About 67 percent of total agency resources devoted to Results Act work are allocated to the three core programs with activities directly related to the strategic goals: HAR, Compliance, and CI. The remaining two budget programs, **HIA** and **AM**, are necessary to support the Results Act activities of the three core programs. The **HIA** program provides much of the data used by staff to address hazards. The **AM** program provides policy and program guidance;; necessary information technology; and other required administrative support.

Table B
1999 Crosswalk Between Budget Programs and Results Act Goals
(Dollars in Thousands)

| Budget Programs | Results Act | Other Hazard Work | Total Agency |
|---|--------------------------|--------------------------|---------------------------|
| Hazard Identification and Analysis (HIA) ¹ | \$4,421 (66%) | \$2,303 (34%) | \$6,724 (100%) |
| Hazard Assessment and Reduction (HAR) | 6,006 (71%) | 2,440 (29%) | 8,446 (100%) |
| Compliance | 11,885 (69%) | 5,276 (31%) | 17,161 (100%) |
| Consumer Information (CI) | 3,032 (55%) | 2,452 (45%) | 5,484 (100%) |
| Agency Management (AM) ¹ | 5,718 (66%) | 2,967 (34%) | 8,685 (100%) |
| Total Agency | \$31,062 (67%) | \$15,438 (33%) | \$46,500 (100%) |

¹ Program resources allocated proportionately to Results Act and Other Agency work.

Verification and Validation

This section describes the means by which CPSC intends to verify and validate the results of its performance measurement. A complete list of performance measures with corresponding databases and verification procedures is provided in Table C. Each annual goal was set by targeting a number of activities or actions to be completed in 1999. Following is a description of existing data sources and verification procedures used to track performance.

- **Milestone Tracking Systems** are used to record the completion dates for significant activities, such as Commission briefings, recommendations sent to voluntary standards committees, and completed reports. These are verified through review by senior managers and a formal clearance process, resulting in publicly available **official** documents.
- **The Compliance Corrective Actions** (CCA) database is used to track recalls and corrective actions for defective products. This information is verified through reviews of each action by senior managers and Commissioners in monthly meetings.

- ***The Integrated Field System (IFS)*** is used to track violations and recalls for regulated products and the monitoring of conformance to voluntary standards. Information on violations and recalls is verified through reviews of each action
 - by senior managers and Commissioners in monthly meetings. Voluntary standards monitoring is reviewed on completion by senior managers and Commissioners.
- ***The Press Release (PRE)*** database is used to record all press releases issued by the Commission. They are placed on CPSC's web site the day they are issued and also may be verified through **official** documents.
- The ***Video News Release (VNR)*** file log is used to track **VNRs** developed with Commission resources and those produced by manufacturers in cooperation with CPSC. The number of **VNRs** and related information are reported to CPSC through communications contractors who distribute the **VNRs** to television stations by satellite.
- ***The Inventory of Publications*** records the number of each CPSC publication distributed to requestors. This information is reported to CPSC by the Department of Agriculture, which stores and distributes them.
- ***Logs of contacts and actions*** are used to track web site and outreach contacts; Hotline callers; and the timeliness of CPSC actions. The number of contacts to CPSC's web site and the number of Hotline callers are automatically recorded through existing software developed and serviced by contractors. Outreach contacts are verified by manager review. The timeliness of CPSC actions is recorded through CPSC-developed **software** programs that automatically summarize and report actions taken by staff and when they are taken.
- ***Assessing services and surveying customer satisfaction*** is determined through random samples with verification through procedural checks, such as data quality checks and standardized protocols.

Table C
Verification and Validation of Performance Measures for Annual Goals

| Type of Performance Measure | Performance Measure | Database | Verification/Validation |
|---|---|--|---|
| Results-Oriented Goals Commission briefings Voluntary standards development or changes National codes changes Model legislation Hazard/cost analyses, data collection Technical feasibility studies Recalls or corrective actions Violations and recalls Voluntary standards monitored Public education efforts Press releases Video news releases (VNR) Publications | Number of briefings Number of recommendations Number of recommendations Number of recommendations Number of reports completed Number of reports completed Number of actions Number of actions Number of VS monitored Number of efforts Number of releases Number of VNRs Number of requests | Milestone tracking Milestone tracking Milestone tracking Milestone tracking Milestone tracking Milestone tracking IFS* CCA* IFS Milestone tracking PRE* VNR file log Inventory | Official documents Official documents Official documents Official documents Official documents Official documents Manager/Commissioner review Manager/Commissioner review Manager/Commissioner review Official documents Official documents Contractor report Contractor report |
| Service Quality Web site Outreach to professional organizations Maintain Hotline's capacity at 250,000 calls Improve services | Number of contacts Number of contacts Number of callers Number of services improved | Web server file log Log of contacts Hotline Operating System Milestone tracking | Automated reports (Contractor) Manager review Automated reports (Contractor) Manager review |
| Industry Services Assess services Meet timeliness standards Track performance | Responses of industry callers Number of standards met Procedures completed | Random sample Log of actions Milestone tracking | Procedural checks Automated reports Manager review |
| Consumer Satisfaction Meet timeliness customer service standards Improve services Survey consumer satisfaction | Number of standards met Number of services improved Ratings by consumers | Log of actions Milestone tracking Random sample | Automated reports Manager review Procedural checks |

*IFS = Integrated Field System; CCA = Compliance Corrective Actions; PRE = Press Release database

1999 INFORMATION TECHNOLOGY STATUS - AT A CROSSROADS

This is a status report of the agency's critical information technology capabilities. CPSC is a data-driven agency. Protecting the public by making risk-based decisions on the basis of timely and accurate data or information is critical to the agency's mission. However, agency information technology capability needs additional investment in order to maintain and expand support to hazard reduction efforts.

BACKGROUND

Agency Development of Information Technology Capability

Since 1993, the Commission has made a significant investment in upgrading its information technology capabilities by:

- **Establishing** an agencywide computer network with computer access for all employees.
- Installing and modernizing computerized databases for key, mission-critical programs, such as the National Electronic Injury Surveillance System.
- Initiating a document-imaging capability for electronic filing.
- Improving the Consumer Hotline and National Injury Information Clearinghouse.
- Establishing an Internet site.

These investments have been made through a combination of special one-time appropriations and limited use of annual appropriation funding.

Savings from Information Technology

The applications of information technology at CPSC have directly benefitted consumers and industry by saving thousands of hours of staff time, allowing this time to be used to reduce product hazards. In fact, information technology advances have enabled the agency to maintain its effectiveness despite loss of purchasing power and 10 percent of its **staff** since 1992. Information technology has also improved the distribution of safety information to the public and has greatly streamlined communications among agency staff, permitting the rapid sharing of hazard data and product-related information. And information technology has allowed us to make more productive **use** of Commission resources, such as introducing **telecommuting** for our field staff (which permitted significant **office** space rent savings).

FUTURE DEVELOPMENT

The Commission has reached a crossroads in its information technology development. It has an infrastructure in place that properly supports hazard injury reduction activities. However, the Commission's current resources do not provide for either long-term maintenance of the existing system or the development of the next generation of hazard database use.

Future Requirements

The information technology investment required to keep the agency's information technology modern consists of three elements:

1. Establish Maintenance Program - An additional \$1,350,000 is needed to begin modernizing agency computer systems. While the agency has invested in computer equipment and software over the past five years, much of the equipment was acquired in 1993. As this equipment and software ages, a portion must be replaced **periodically**. Equipment subject to replacement includes staff computers, database computer **servers**, and networks providing wider staff access to the injury databases. By 1999, much of the agency's equipment inventory will be at the end of its useful life in terms of meeting the demands placed on it by staff use. This level of funding would establish a recurring replacement cycle, varying by type of equipment or software. For example, staff computers would be replaced every three to five years. One million dollars of this cost would recur each year for future budgets.

2. Integrate Hazard Databases - The goal of the Commission's information technology program is to have all of the Commission's injury data in electronic format, and linked, enabling staff to more quickly identify hazards. \$700,000 is required to make substantial progress toward full database integration. This full integration of agency data will, for example, enable a compliance officer to quickly obtain **all** of the Commission's data on product-related injuries from NEISS, **MECAP** data, death certificate data, poison control center data, consumer Hotline, and other incident reports. Today, an employee must access all of these independently, which takes many hours or days, with no assurances that **all** of the Commission's data on the subject have been accessed. The investigation work in the Compliance program is particularly dependent on this integration of agency hazard databases.

3. Purchase New Network Hardware - \$315,000 is required to purchase new equipment which would allow **CPSC's** networks, the backbone of the agency's computer support, to more effectively handle growth in computer processing demands. This includes purchasing several new dedicated network computer servers such as a FAX server, a test server, an Internet gateway server, as well as increase the capacity of existing servers.

Of the \$2.4 million increase, \$1.4 million represents a one-time or non-recurring cost; \$1 million would continue in future years to provide current and efficient information technology support to hazard reduction work.

Funding Deferred

The Commission's original 1999 request included this additional information technology **funding** of \$2.4 million to properly maintain and develop an information technology system that fully supports agency programs. However, because the nation is still striving towards a balanced budget, the proposed 1999 budget defers these investments.

CONCLUSION

CPSC has successfully used information technology to increase agency productivity and cope with resource reductions. The agency will depend on it in the future to sustain the current level of agency productivity and success in reducing deaths and injuries. However, information technology capability requires continual investment if it is to operate efficiently and take advantage of the productivity gains technology can offer. Faster response time permitted by information technology means more lives saved and injuries prevented. The agency will request future funding to assure continued modern information technology support to the agency's hazard reduction work.

**Hazard Identification
& Analysis**

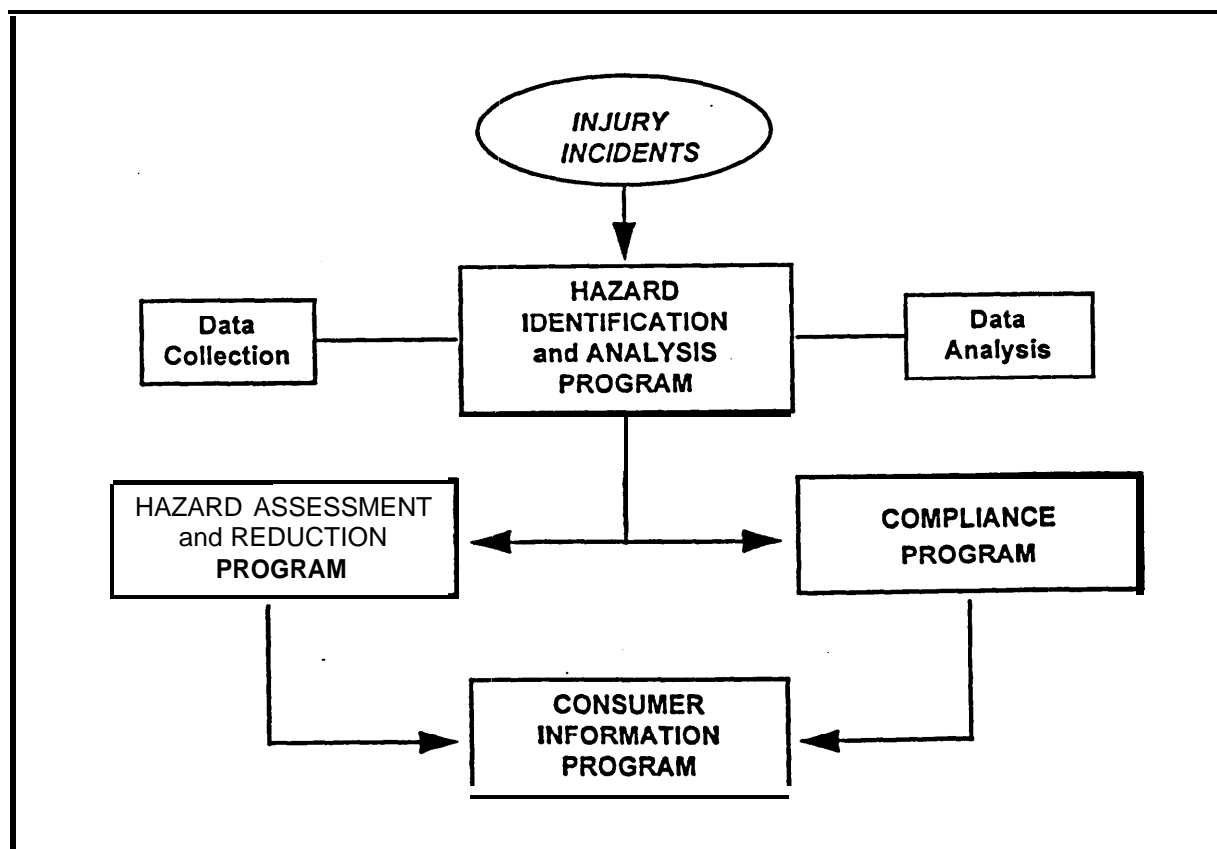
III. HAZARD IDENTIFICATION AND ANALYSIS

| | 1997 Actual | | 1998 Appropriation | | 1999 Request | |
|---------------|----------------|---------|-----------------------|---------|-----------------|---------|
| | FTEs | Amount | FTEs | Amount | FTEs | Amount |
| Total Program | 55 | \$6,066 | 63 | \$6,566 | 63 | \$6,724 |

Goals and Strategies:

The Hazard Identification and Analysis (HIA) Program provides the information needed to assess product hazards and develop injury reduction strategies.

The Commission collects data on consumer product-related injuries and deaths, as well as potential injury incidents. It also collects economic and hazard exposure information on products under the agency's jurisdiction. Investigation of specific injury cases provides additional knowledge about injuries or hazards and how the reported product was involved. Commission staff screen the hazard data and conduct analyses to determine if hazard reduction action should be taken under the Commission's Hazard Assessment and Reduction, Compliance, or Consumer Information programs. The HIA program provides underlying support to all the Commission's Results Act activities.



RELATIONSHIP OF HIA PROGRAM TO OTHER PROGRAMS

1998 Base Program:

The **HIA** program in 1998 provides data collection and data analysis services with 63 **FTEs** and \$6.6 million.

Data collection (under the Surveillance Data project) consists of gathering and processing basic injury data from many sources including hospitals, medical examiners, poison control centers, and news media. **CPSC's** data collection system is unique because it is timely (in some cases data are available within 24 hours after an incident) and produces statistically valid data on which injury reduction strategies are based. Federal agencies involved in health and safety issues, including the **Centers** for Disease Control and Prevention, and the National Institute for Occupational Safety and Health, rely on Commission injury data. Several foreign governments have modeled their national injury data collection system after the Commission's system. In 1997, the hospital sample was updated to maintain the statistical validity of the system.

The **HIA** program analyzes causal information under the Investigations, Emerging Hazards, and Economic Studies efforts. These efforts reflect the Commission's commitment to making regulatory and enforcement decisions based on appropriate data analysis.

The agency continues to strengthen its data collection and analysis process. The agency's budget now includes funding of the purchase of annual data on poisonings to children. The update of the agency's critical Injury Cost Model is expected to be completed in 1998. A study of the long-term costs of head injuries is expected to be completed in 1999. Finally, the agency has doubled the number of telephone screenings of product related incidents.

1999 Changes:

The strengthening of the agency's data collection and analysis process continues with the funding proposed in 1999. The **HIA** 1999 request consists of 63 **FTEs** and \$6.7 million, an increase of \$158,000 over 1998. This change reflects increases only to maintain current **services**.

| | 1997 Actual | | 1998 Appropriation | | 1999 Request | |
|-------------------|----------------|---------|-----------------------|---------|-----------------|---------|
| Program Detail | FTEs | Amount | FTEs | Amount | FTEs | Amount |
| Surveillance Data | 22 | \$3,003 | 25 | \$3,291 | 25 | \$3,344 |
| Investigations | 18 | 1,404 | 22 | 1,720 | 21 | 1,789 |
| Emerging Hazards | 6 | 594 | 10 | 908 | 10 | 931 |
| Economic Studies | 3 | 337 | 2 | 195 | 2 | 203 |
| Program Support | 6 | 728 | 4 | 452 | 5 | 457 |
| Total Program | 55 | \$6,066 | 63 | \$6,566 | 63 | \$6,724 |

Surveillance Data

The Surveillance Data project gathers preliminary data on deaths, injuries and hazards. This information provides vital input for Commission decisions on remedial strategies for addressing the risks of injury associated with a wide variety of consumer products. For 1999, the Surveillance Data project continues with the following ongoing activities:

- The National Electronic Injury Surveillance System (NEISS) continues as the foundation for Commission efforts to collect information on product-related injuries. NEISS provides estimates of the frequency and severity of product-related injuries treated in hospital emergency rooms. NEISS will supply about 330,000 cases from a sample of 101 hospitals. The hospital sample was updated in 1997 to maintain statistical validity of the system. About one-fourth of the hospital sample was changed as a result of the update.
- The collection of mortality data involves the purchase, review and processing of about 8,700 certificates covering product-related accidental deaths from all 50 states. In addition, the Medical Examiner and Coroner Alert Project (MECAP) effort involves collection, review and processing of approximately 2,400 reports from participating medical examiners and coroners throughout the country.
- The collection, review and processing of approximately 10,000 news clips and 10,000 other incident reports from consumers, lawyers, physicians, fire departments and many other sources.
- The provision of statistical support for all the data systems, including resources to design, conduct and evaluate the many special injury studies required each year.

Investigations

The Investigations project, an ongoing **activity**, gathers detailed causal information on selected incidents identified under the Surveillance Data project. The Investigations project begins with careful review of all incoming reports to identify those most important for **follow-up**. Follow-up activity continues with a telephone investigation and an on-site investigation of those cases where detailed information investigations will provide documentation on how specific types of injuries occur. These data show the interaction between the victim, the product, and the environment and form the basis for development of appropriate remedial strategies.

Emerging Hazards

Emerging Hazards provides for the **proactive**, systematic identification and evaluation of a variety of product-related hazard areas. Information developed from this project will be used to establish the need for Hazard Assessment and Reduction (HAR) projects or other remedial activities, such as compliance efforts and consumer information campaigns.

Screening of data is ongoing and uses the extensive information available through the Commission's data systems to identify new hazards, previously undetected hazards, or re-emerging hazards. The Commission expects to receive 330,000 **NEISS** injury reports, 20,000 newspaper clippings and other incident reports, 2,400 medical examiners reports, 8,700 death certificates, and 2,200 agency investigation reports. Incoming data are reviewed daily to ensure timely identification of product issues and problems. This screening ensures that product hazards are continuously reviewed and evaluated so that new project initiatives may be formulated as necessary.

Analysis defines and provides preliminary assessment of specific products, populations, or hazard areas identified through the hazard screening effort and other identification activities. The analysis capability ensures that the most appropriate injury reduction strategies are implemented under the HAR program. Recommendations for future Commission projects or other remedial activities are often based on reports and memoranda prepared under this **effort**.

Agency responses to petitions are developed under the Emerging Hazards effort. Petitions are requests from private parties seeking agency action on a perceived hazard. Work on petitions serves as an information source for the hazard screening and analysis work.

Economic Studies

This effort continues to provide specialized economic information to the staff, Commissioners, Congress, other agencies, **and** the public. Injury cost projections will be developed to estimate potential benefits associated with Commission or other actions. **Products-in-use** estimates will be generated to determine potential recall effectiveness, consumer exposure to product hazards, and to support the hazard screening activity.

Program Support

This effort continues to provide program direction for the Hazard Identification and Analysis program. This includes program management from the Office of Hazard Identification and Reduction, and the Directorates for Field Operations, Economic Analysis and Epidemiology and Health Sciences. Also included is computer support to process large databases such as the program's NEISS system.

V. HAZARD ASSESSMENT AND REDUCTION

| | 1997 Actual | | 1998 Appropriation | | 1999 Request | |
|---------------|----------------|---------|-----------------------|---------|-----------------|---------|
| | FTEs | Amount | FTEs | Amount | FTEs | Amount |
| Total Program | 80 | \$7,909 | 83 | \$8,139 | 83 | \$8,446 |

Goals and Strategies:

In 1999, the Hazard Assessment and Reduction (HAR) program, through a balanced set of strategies, addresses hazards which involve a projected annual 4,800 deaths, 1.2 million injuries, and \$47 billion in societal costs associated with consumer products.

The HAR program analyzes accident and injury patterns and applies appropriate strategies for reducing hazards. Within this program, the Commission has a wide range of voluntary and regulatory options available to reduce the hazards associated with consumer products. These include both voluntary and mandatory standards for product performance and product labeling, product bans, and development of consumer information and education materials. Whenever possible, reduction activities are carried out cooperatively with affected industries and state and local organizations.

1998 Base Program:

The HAR program in 1998 consists of many different hazard projects supported by 83 **FTEs** and \$8.1 million. Past hazard reduction work in just five areas (electrocutions, children's poisonings, cribs, power mowers, and fire safety) saves the nation almost \$7 billion each year. The recently issued rule requiring child-resistant cigarette lighters is projected to have net benefits of over \$500 million in societal costs each year.

1999 Changes:

The 1999 program continues to apply a balanced set of product safety hazard reduction strategies (voluntary and mandatory standards, code changes, and development of technical and consumer information). The 1999 HAR request consists of 83 **FTEs** and \$8.4 million. The dollars increase by \$307,000. This dollar change reflects only increases to maintain current service levels.' Resource changes within subprograms reflect workload adjustments based on 1999 inventory of hazard projects.

In 1999, initiatives funded within the base include:

- Fire Hazards: development of a mechanical method for testing the child-resistance of cigarette lighters, an assessment of the role wallcoverings play in residential

fires, development of an electrical fire investigation guide, evaluation of arc fault protection devices, an assessment of the voluntary standards requirements for portable heaters and ceiling fans, and development of recommendations to the voluntary standard on residential sprinklers;

- Electrocutions/Mechanical Codes and Standards: work to improve shock protection devices; development of a new voluntary standard for swimming pool alarms, and limited **ATV** standards work, if **necessary**;
- Children's and Recreational Products: study of youth basketball injuries, and research focusing on how children use a variety of products;
- Chemical Hazards: a greater emphasis on preventing carbon monoxide poisonings, and evaluation of respiratory **masks** intended for consumer use; and,
- Testing and Evaluation Support: establishment of an activity to support peer review or testing to address unanticipated and unplanned evaluation needs.

The 1999 program addresses about \$47 billion in annual societal costs, a 22 percent increase over 1998.

| Program Detail | 1997 Actual | | 1998 Appropriation | | 1999 Request | |
|--|----------------|---------|-----------------------|---------|-----------------|---------|
| | FTEs | Amount | FTEs | Amount | FTEs | Amount |
| Fire | 27 | \$2,383 | 26 | \$2,506 | 26 | \$2,453 |
| Electrocutions ¹ Mechanical/ Children's | 22 | 2,209 | 24 | 2,360 | 19 | 2,027 |
| Chemicals | 12 | 1,128 | 17 | 1,623 | 20 | 1,963 |
| Testing Support | 3 | 446 | 3 | 333 | 3 | 402 |
| Program Support | 16 | 1,743 | 13 | 1,317 | 15 | 1,601 |
| Total Program | 80 | \$7,909 | 83 | \$8,139 | 83 | \$8,446 |

The injuries, deaths, property damage and societal costs (dollars in billions) addressed by efforts under the HAR program are summarized below.

| PROJECTS BY HAZARD GROUP | INJURIES | DEATHS | PROPERTY DAMAGE | SOCIETAL COST |
|---|------------------|--------------|-----------------|----------------|
| FIREPROJECTS | 20,025 | 3,465 | \$ 4.3 | \$ 22.7 |
| ELECTROCUTIONS/MECHANICAL/CHILDREN'S/ RECREATIONAL PROJECTS: | | | | |
| Elect./Mechanical Codes & Standards | 56,440 | 479 | N.A. | \$ 4.2 |
| Children's Products | 504,200 | 80 | N.A. | \$ 7.6 |
| Sports/Recreation | 478,600 | 547 | N.A. | \$ 9.6 |
| CHEMICAL PROJECTS* | | | | |
| CO Poisoning | 5,900 | 214 | N.A. | \$ 1.3 |
| Poisoning Prevention (PPPA/Other) | 152,450 | 34 | N.A. | \$ 1.2 |
| TOTAL | 1,217,615 | 4,819 | \$ 4.3 | \$ 46.6 |

N.A. = not applicable

- * Data do not include injuries and deaths associated with hazards in the toxicity assessment area; however for this category, based on only one type of injury, chronic respiratory disease, societal costs are estimated to be several billion dollars.

Data Sources: Injury, death and property damage data sources are National Electronic Injury Surveillance System, National Fire Incident Reporting System, National Fire Protection Association, news clippings, consumer complaints, death certificates, medical examiner reports, and National Center for Health Statistics. Societal costs include costs of all medically-treated injuries, costs of fatalities, and property damage estimates. Injury costs are estimated from CPSC's Injury Cost Model. Fatalities assume \$5 million per statistical life, consistent with economic literature.

Fire

Nationally, there were 451,000 residential structure fires in 1994. Fire is a leading cause of accidental home deaths among children younger than five years old and adults 65 and older. The total cost to society of the fire hazards addressed in 1999 is estimated at \$23 billion, involving over 3,400 deaths. The Commission, in its Results Act strategic plan, has set a goal of reducing the rate of deaths from fire-related causes by 10 percent from 1995 to 2005.

While efforts by the agency and the nation's fire prevention community have resulted in a steady decline in residential fires, this nation's fire death rate remains one of the highest among industrialized nations. Past CPSC activities involving cigarette-resistant mattresses and upholstered furniture, heating equipment, child-resistant cigarette lighters, children's sleepwear, and smoke detectors have certainly contributed to the general decline in fires and fire deaths, and show that the agency can be effective in reducing fire hazards.

The Fire-Related Hazards project continues 1998 work on upholstered furniture, fire/gas codes and standards, multi-purpose lighters, and evaluation of the effectiveness of the Commission's standard on cigarette lighters.. Activities will also be undertaken on the development of a mechanical method for testing cigarette lighters, a study of the factors contributing to the large number of wallcovering fires and fire deaths, and development of recommendations to strengthen **the voluntary** standard for residential sprinklers.

- The upholstered furniture effort continues work begun in 1994. In 1994, there were an estimated 680 deaths, 1,780 injuries, and about \$245 million in property damage resulting from 14,300 fires due to ignition of upholstered furniture. Total societal costs were estimated at about \$3.7 billion. In 1994, the Commission granted, in part, a petition from the National Association of State Fire Marshals to initiate a proceeding to regulate upholstered furniture flammability. The Commission published an advance notice of proposed rulemaking (ANPR) on open flame ignition risks and deferred action on the portion of the petition dealing with cigarette ignition risks. From 1990-1994, small open flame ignited furniture fires caused an annual average of 100 deaths, 460 injuries, and \$46 million in property damage-about 80% of all open flame losses; estimated average societal costs were about \$625 million.

In 1996 and 1997, the Commission developed the technical bases to support an open flame performance standard. The Commission is expected, in 1998 to decide whether to publish a Notice of Proposed Rulemaking (NPR) addressing small open flame ignition. The Commission is **also** expected to decide in 1998 whether to take further action addressing cigarette ignition, based on the evaluation of cigarette ignition resistance of furniture completed in 1996.

If the Commission issues an NPR on small open flame, resources are available to analyze public comments on the NPR, **continue** standards development work toward a possible final small open flame rule, and work with interested consensus voluntary standards organizations and the furniture industry to develop a voluntary standard alternative. CPSC will also take